



# 2060 Transportation Network Sustainability Plan

Town of Farmington, Wisconsin

A guide to achieving a financially sustainable transportation network for the Town of Farmington



*This document was created through a collaborative effort between the Town of Farmington and Washington County to provide the citizens of the town and county with a safe, reliable, accessible, and well-maintained transportation system.*

*This edition was reviewed by the Town Board on December 130, 2024.*

**November 29, 2024**

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# Acknowledgements

## **FARMINGTON TOWN BOARD**

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\*Cover photo courtesy of Google Earth

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# 1 Introduction and Purpose

The Washington County Board of Supervisors directed the Washington County Highway Department to develop a transportation network sustainability plan for the Washington County highway system that was designed to enhance safe traffic flow, ease congestion and ensure efficient mobility while improving, enhancing, and continuously investing in a safe, reliable, accessible and well-maintained transportation infrastructure. The Washington County Highway Department developed its first long-range transportation plan known as the *2050 Transportation Network Sustainability Plan* (TNSP) which was approved by the County's Public Works Committee on January 24, 2018 and adopted by the Washington County Board of Supervisors via 2018 Resolution 65 on February 13, 2018.

The County's plan contains 1) an inventory of all county roadways; 2) a timeline of necessary maintenance with anticipated expenses accounting for anticipated inflation; 3) a summary of best practices for the timing of necessary maintenance; 4) a breakdown of recommended average annual funding necessary to adequately maintain existing roadways; and 5) an analysis of the 2050 Regional Transportation Plan. The plan also anticipates that 100 percent of the cost of maintaining, reconstructing, and resurfacing the County's roadways will be fully funded under the plan, thus benefitting Washington County taxpayers and all citizens who travel through Washington County.

The County wished to collaborate with the Town of Farmington, as well as other local governments in Washington County, in the worthwhile endeavor of transportation planning and offered to fund the development of the town's own transportation sustainability plan. The County also offered to provide its experience and expertise in the development and implementation of the plan. The Town of Farmington wished to join the County in providing its taxpaying citizens and those who travel through the town with safe, reliable, accessible, and well-maintained roadways by developing a local transportation plan similar to the County's.

The Town of Farmington provided information on its transportation and storm sewer systems as well as a careful review of the data and methodology used to create this plan. This document is the product of the complete and collaborative effort.

*The most recently approved edition of this plan can be found on the Town of Farmington's website:*

[www.town.farmington.wi.us](http://www.town.farmington.wi.us)

*This plan is subject to budget appropriation in each town budgeting process and is intended to serve as a planning tool. Actual revenues and expenses consistent with the direction outlined in this plan will be reviewed and considered by the Farmington Town Board.*

## 2 Methodology

The following explains resources utilized and factors considered when determining which roads are in need of repair and how they were prioritized in the long-term plan.

### Street Inventory

The first step taken to formulate the plan was to inventory what streets existed within the town’s limits and confirm which ones were the town’s responsibility to improve. This was accomplished by utilizing Geographic Information System (GIS) technology and integrating a street database from the Wisconsin Department of Transportation’s (WisDOT) road inventory system known as WISLR (Wisconsin Information System for Local Roads). WisDOT does not inventory alleys within WISLR, but alleys were incorporated into the inventory and plan for improvement. Roadways within the town’s limits that were either private or under the jurisdiction of a different governmental authority were removed. Map 1 displays all streets and alleys under the town’s jurisdiction and have been considered for planning.

### WISLR – Wisconsin Information System for Local Roads

A main source of road inventory information was WisDOT’s WISLR system. WISLR is an internet-accessible system that helps local governments and WisDOT manage local road data to improve decision-making and meet state statute requirements. WISLR is a system for cataloging local road information, such as width, surface type, surface year, shoulder, curb, road category, functional classification, and pavement condition ratings.<sup>1</sup> Municipalities and counties are required by statute to report pavement condition ratings for all roads under their jurisdiction every two years.

### Pavement Condition

#### PASER Ratings

Pavement condition is rated and reported through WisDOT’s PASER (Pavement Surface Evaluation and Rating) system. Roads are evaluated and rated on a scale of 1 (failed) to 10 (excellent condition). Every two years, municipalities and counties are required, under state statute, to report pavement condition ratings of roads under their jurisdiction to WisDOT. PASER ratings are documented within the WISLR system and were able to be extracted and displayed geographically using GIS.

Table 1 displays street mileage and the percentage of the town’s overall street mileage that were rated on the PASER system in 2023.

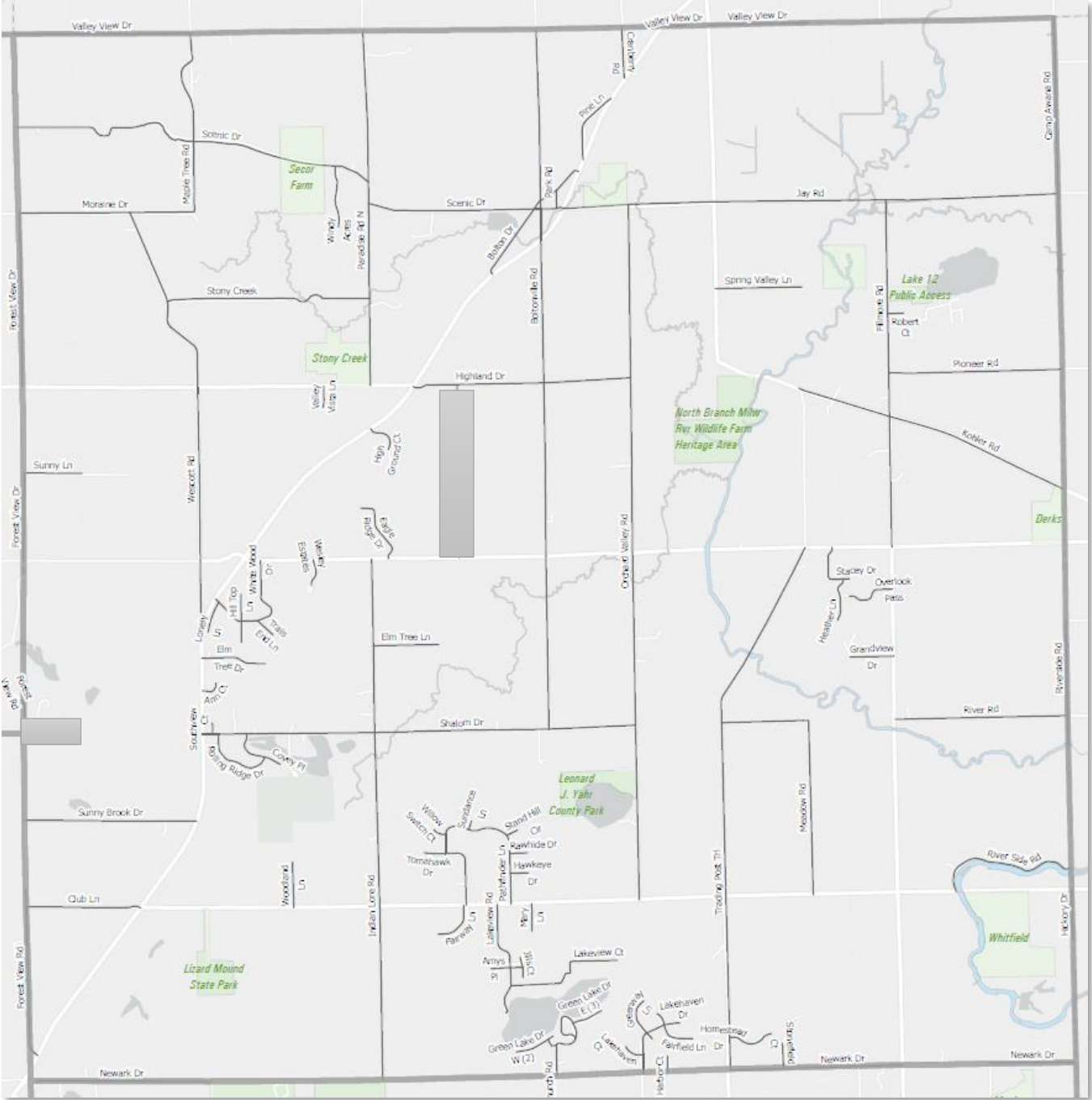
Table 1

TOWN OF FARMINGTON PASER SUMMARY: 2023

SURFACE DESCRIPTION	RATING	MILEAGE	PERCENT OF OVERALL MILEAGE
Excellent	10	1.7	2.6%
Excellent	9	8.2	8.2%
Very Good	8	3.7	4.3%
Good	7	2.7	4.1%
Good	6	6.4	12.3%
Fair	5	16.5	24.6%
Fair	4	11	27.5%
Poor	3	5.8	10.5%
Very Poor	2	0.8	1.2%
Failed	1	6.6	9.9%

Totals = 66.4

**Map 1**  
**STREET INVENTORY: 2023**



Source: Washington County.





*The segment of demonstrates a PASER rating of “2-3” (2021) due to the failed asphalt surface. insufficient drainage.*



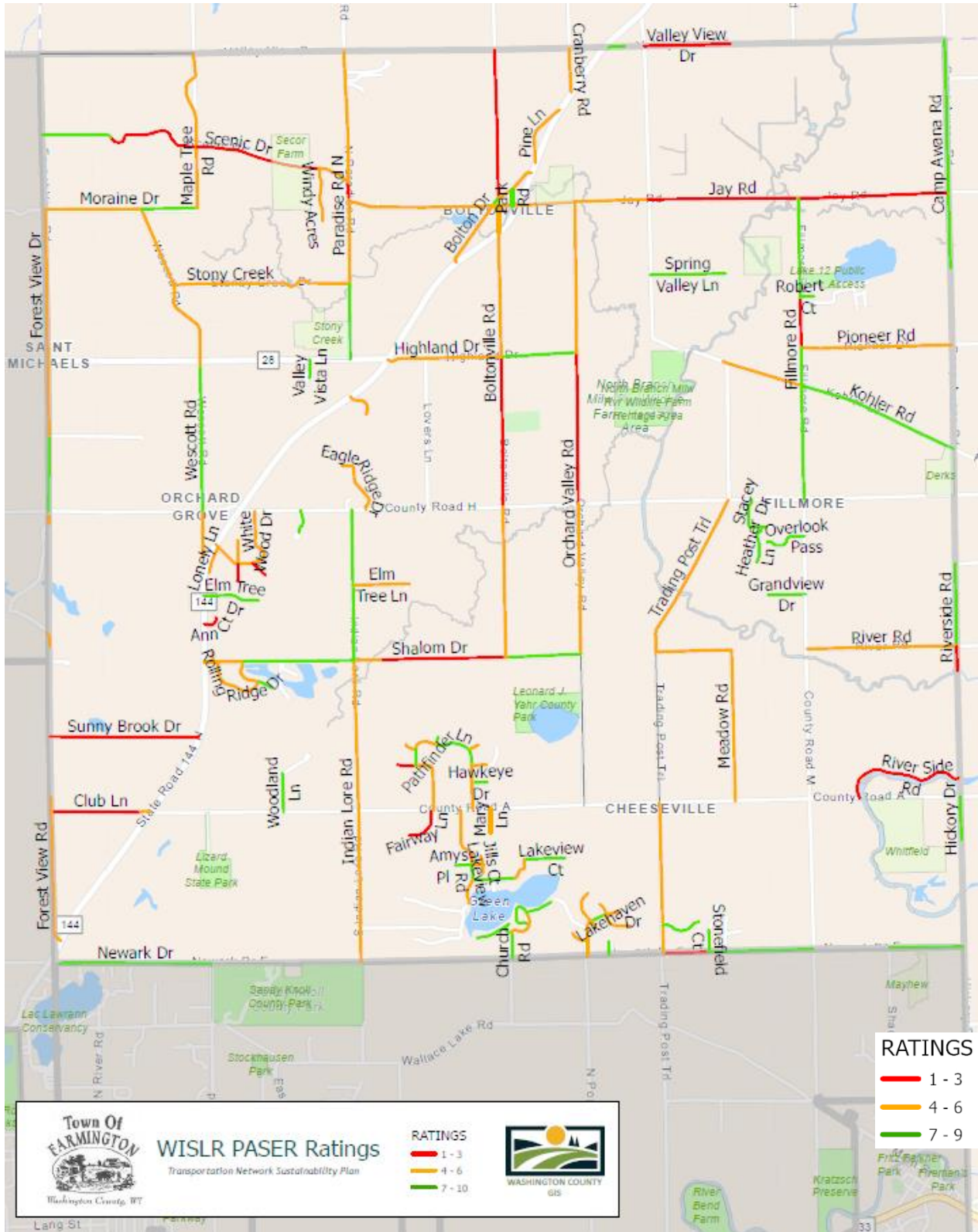
*The segment of demonstrates a PASER rating of “9” (2023) due to newly installed asphalt surface.*

Map 2 displays the ratings of all town roads generalized into three categories: 1-3, 4-6, and 7-9. These three categories could be considered high, medium, and low priority for improvement respectively.



## Map 2

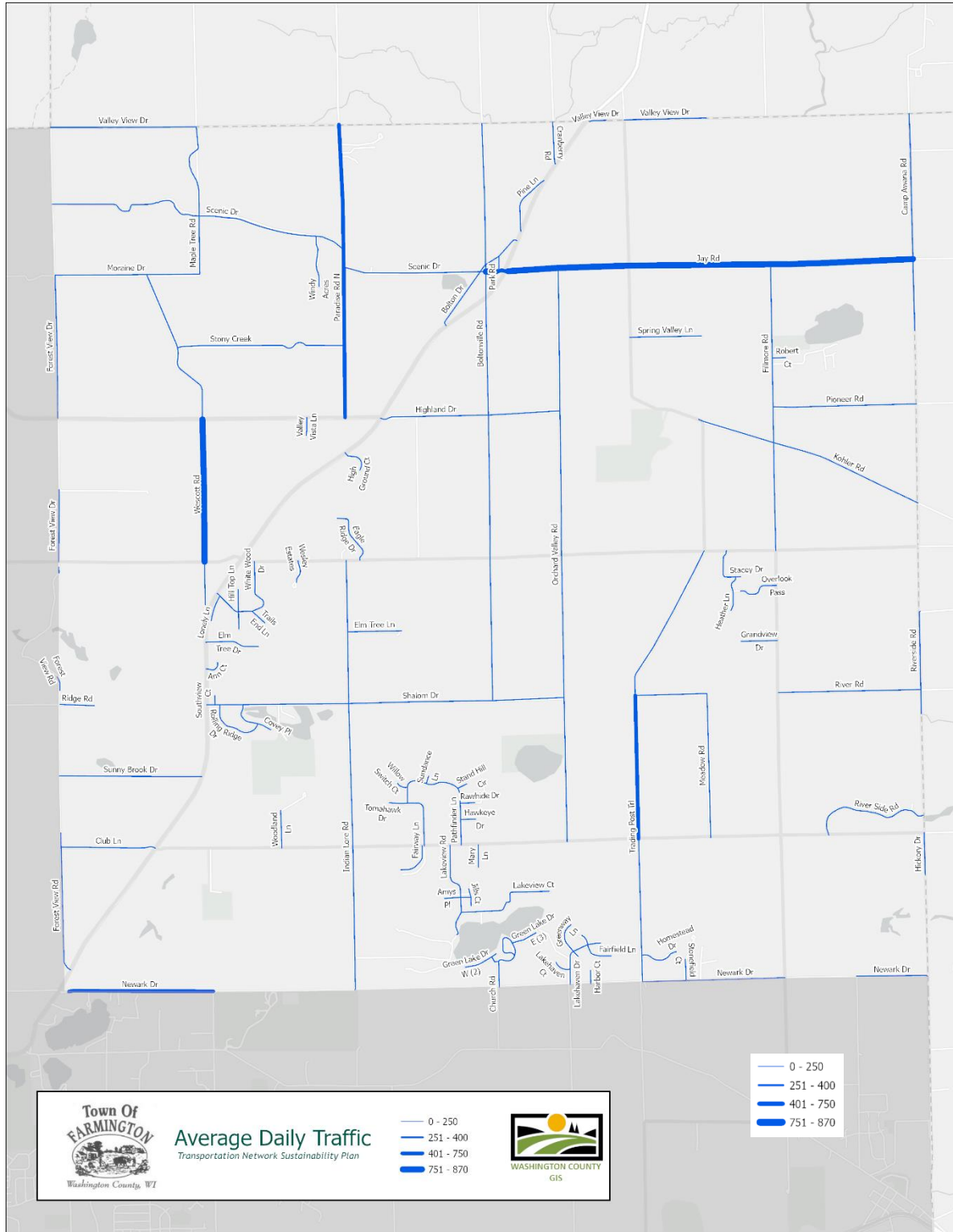
### STREET PAVEMENT CONDITION (PASER RATINGS): 2023



Source: WisDOT, Town of Farmington, and Washington County.



### Map 3 TRAFFIC VOLUMES (AADT)



Source: Town of Farmington, WisDOT, and Washington County

## Utilities

Another factor that can dictate when a roadway is improved is what lies below the surface. Various utilities such as water, sewer, and storm sewer commonly lay below roadways, especially in urbanized areas. The Town of Farmington does not currently have any sanitary sewer or water utilities within its roadway network. The Town does have structures that carry storm water in the form of culverts and bridges. Map 4 displays the bridge locations on town roads.

## Bridges

As displayed in Table 2, the Town of Farmington has five bridges that are part of the National Bridge Inventory (NBI). These bridges must be inspected every 1 to 4 years depending on the condition of the bridge. Bridges in this inventory are at a minimum of 20 feet in length between the two abutments. These bridges are currently eligible for 100% replacement funding if they have a sufficiency score under 50 and are on a roadway classified a minor collector or local road. This is federal funding administered by the State of Wisconsin Department of Transportation. As of the date of this report, all Town roads are classified as a minor collector or local road.

**Table 2**  
**TOWN OF FARMINGTON BRIDGE INVENTORY**

Bridge Id	Feature on	Feature under	Sufficiency #	Year Built	Year scheduled to be replaced
B660141	Trading Post Trail	N Branch of Milwaukee River1	100	2022	N/A
B660170	Bolton Drive	STONEY CREEK	100	2003	N/A
P660038	JAY ROAD	N BR MILWAUKEE RIVER	40.7	1978	2026
P660039	ORCHARD VALLEY RD	BR N BR MILWAUKEE RIVER	37	1930	2024
P660906	BOLTONVILLE RD	BR N BR MILWAUKEE RIVER	97	1950	N/A

Towns are eligible for rehabilitation funding on bridges with sufficiency ratings of 80 or less, and replacement funding on bridges with sufficiency ratings less than 50. If the sufficiency rating is greater than 50, a bridge replacement project may be approved if the Rehabilitation Report demonstrates that a bridge replacement is more cost effective than a rehabilitation.

Structures less than 20 feet between abutments are currently not eligible for the federal funding. The 2023-2025 State budget included funding for the Wisconsin Department of Transportation to inventory and inspect these structures. No further state funding mechanism for the structures is available at this time.

Structures of any length are eligible for funding through the County Bridge Aid program. This program allows for a 50/50 split in costs between the Town and County.

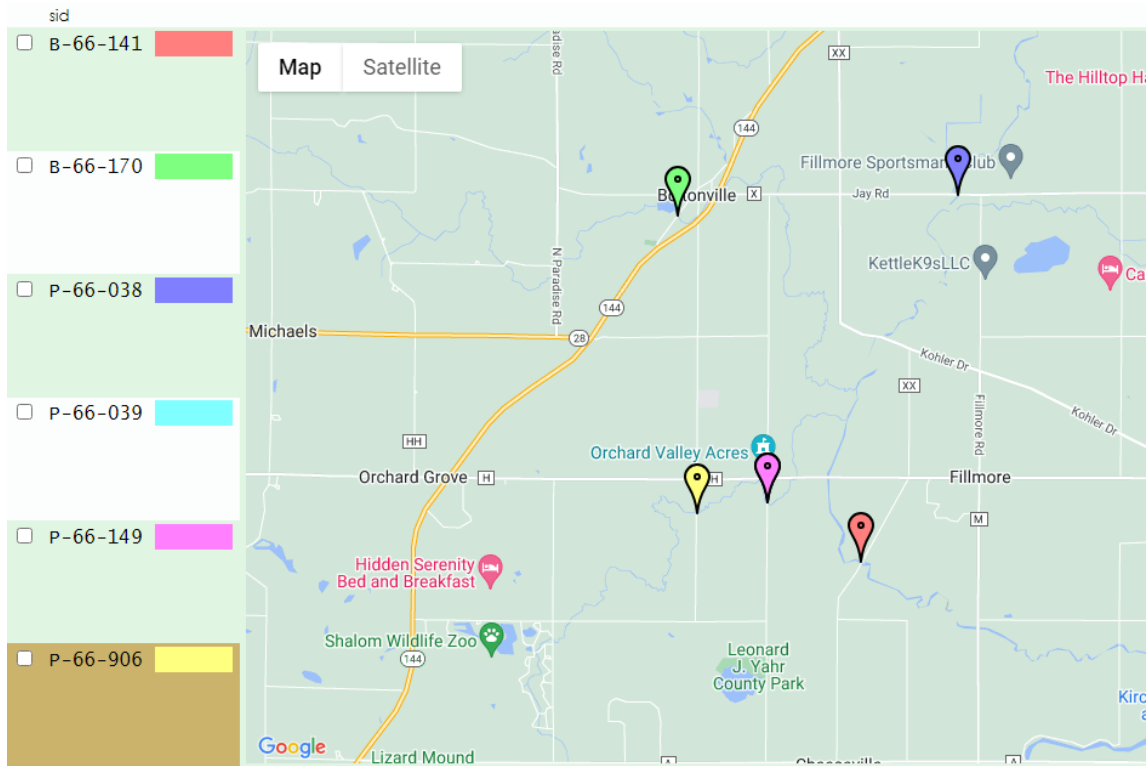
### P-66-038

JAY DR over N BR MILWAUKEE RIVER  
Sep 01, 2023





## Map 4 BRIDGE LOCATIONS



Source: State of Wisconsin, HSIS Application

### Culverts

The Town of Farmington currently does not have an inventory of its culverts. Washington County has created an application and has a GPS device available at no cost to perform culvert inspections. The data can be housed at the County to ensure access to future town officials. Washington County also anticipates obtaining a hydrographic layer as part of its 2025 orthophotography program that will assist in locating known culverts.

Culverts over 3 feet in diameter are eligible for funding through the County Bridge Aid program. This program allows for a 50/50 split in costs between the Town and County





## Planning Considerations

### Future Development and Traffic Volume Capacity Insufficiencies

Future development also results in increased population, increasing traffic volumes, and therefore potential traffic congestion issues. Rush hour traffic in the morning and evening is not deemed an issue on Town roads that would warrant widening of any of the current town road network system.

Towns roads are governed by State Statute 82. Specifically, statute 82.50 lists the minimum geometric design standards based on annual average 24-hour Traffic (ADT). Trans 204 further defines the geometric design standards for roads that are reconstructed and roads that are resurfaced/reconditions.

Map 5 below has the roadways shown that do not meet the Trans 204 standards. Exceptions to the standards can be requested of the Wisconsin DOT. As you can see, most town roads meet Trans 204 standards, or are close to standards. A few exceptions are primarily residential roadways along Green Lake that have lower speed limits and Jay Road through a primarily wetland corridor.

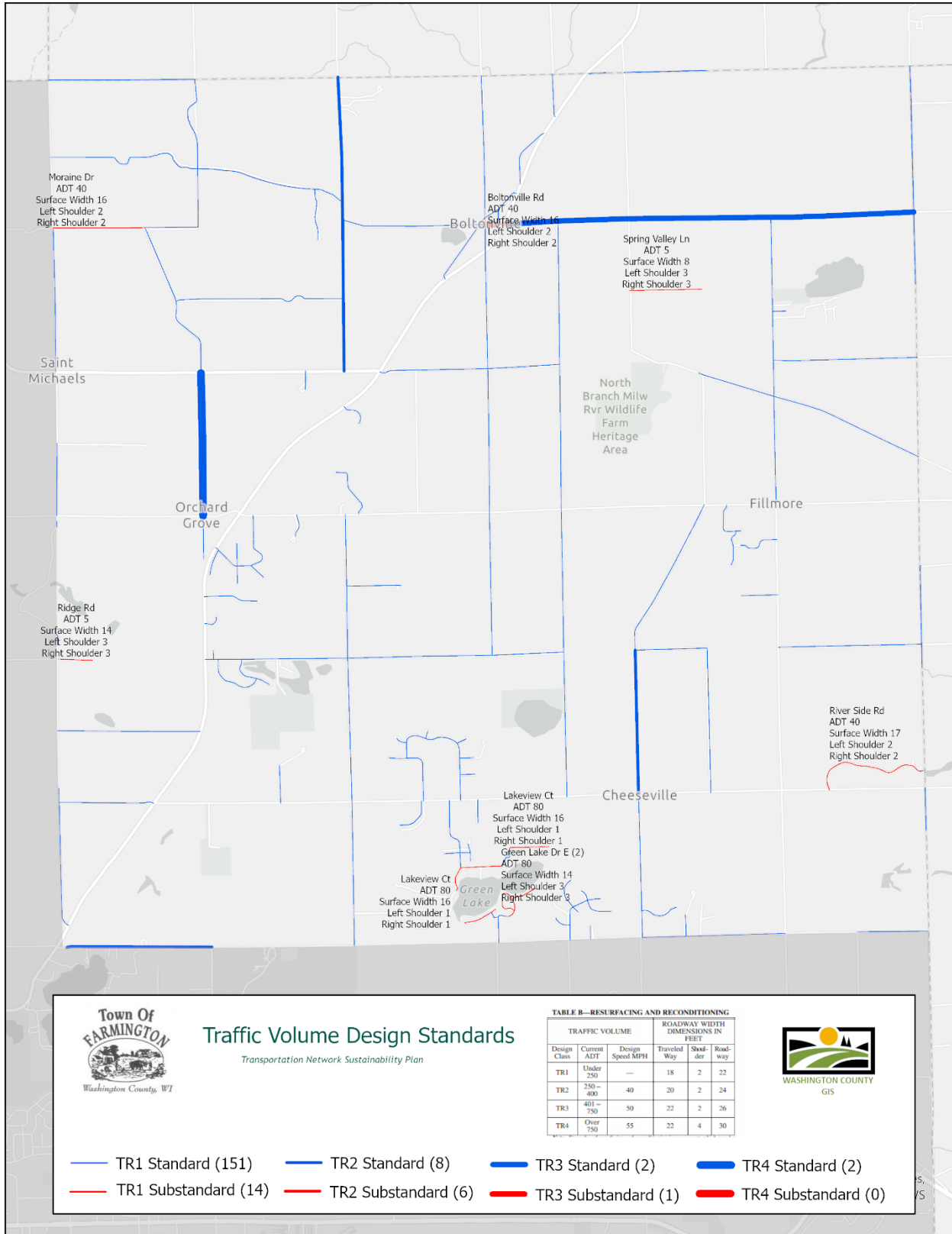
**TABLE A—RECONSTRUCTION**

TRAFFIC VOLUME			ROADWAY WIDTH DIMENSIONS IN FEET		
Design Class	Current ADT	Design Speed MPH	Traveled Way	Shoul-der	Road-way
T1	Under 250	40	20	3	26
T2	250–750	50	22	4	30
T3	Over 750	55	24	6	36

**TABLE B—RESURFACING AND RECONDITIONING**

TRAFFIC VOLUME			ROADWAY WIDTH DIMENSIONS IN FEET		
Design Class	Current ADT	Design Speed MPH	Traveled Way	Shoul-der	Road-way
TR1	Under 250	—	18	2	22
TR2	250 – 400	40	20	2	24
TR3	401 – 750	50	22	2	26
TR4	Over 750	55	22	4	30

## Map 5 TRANS 204 SUBSTANDARD ROADWAYS



## New Development

Currently the Town has no large scale developments in the planning stage that would greatly increase traffic on town roads. Should new developments occur in the Town, the impact to the traffic volumes and the potential need to widen roadways should be reviewed.

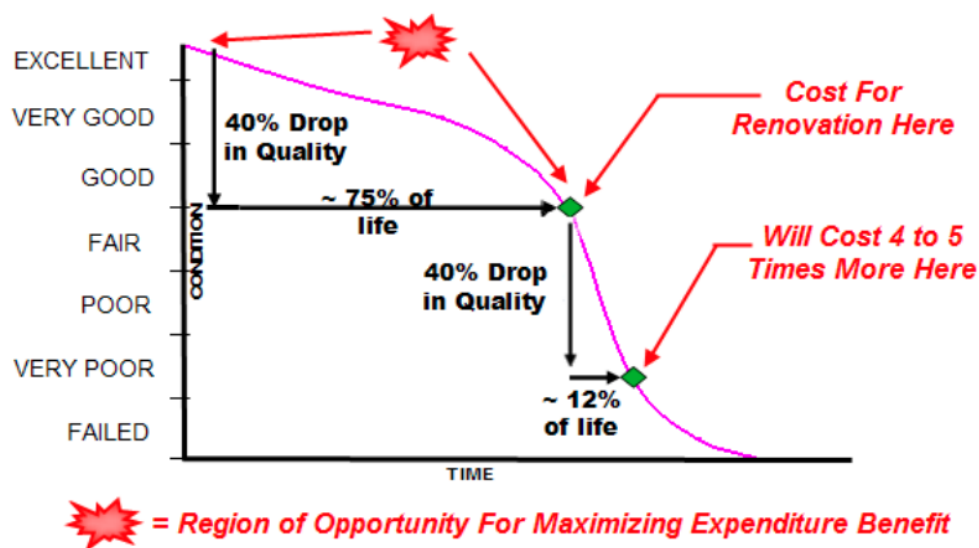
## Pavement Management Schedule

### Pavement Life Cycle

Identifying an aggressive, yet realistic goal for a paved surface's lifespan is a key to effective long-term planning. Understanding how a paved surface reacts to various conditions is vital to ensuring the right projects are scheduled as well as the right maintenance practices are applied at the correct times. Figure 2 depicts a typical pavement condition life cycle and demonstrates how investing in proper maintenance early in a pavement's life cycle costs less long-term in effort to extend the surface's effective lifespan. The model is further explained in WisDOT's WISLR manual.

Figure 2

#### TYPICAL PAVEMENT LIFE CYCLE AND ASSOCIATED MAINTENANCE COSTS



Source: WISLR Manual, WisDOT, 2021.

This concept involves selecting projects based on both cost-effectiveness and importance to the overall system. Roads in poor or failed condition must be addressed, and once new surfaces are in place, applying proper maintenance techniques early in the pavement's life results in a more cost-effective approach to extending its life.

*The Town of Farmington strives to obtain up to 40 years of effective life out of its asphaltic street surfaces.*

The Town of Farmington strives to obtain up to 40 years of effective life out of its asphaltic street surfaces. The Town attempts to repair one road per year and annually spends \$25,000 on pavement maintenance. Decisions on which roads to crack fill and mastic are made on an annual basis based on road conditions. The Town of Farmington does not currently have a program to address surface aging. A sealcoat is typically placed on a roadway to extend pavement life and address surface aging. Typical sealcoat operations include: fog seal, slurry seal, chip seal, and asphalt rejuvenators. Laying out a scheduled timeline for maintenance is helpful for proper maintenance budgeting which will be cost-effective if implemented long-term.

## Project Costs

The Town of Farmington provided unit costs for various types of roadway and utility work. Table 2 displays the unit costs provided by the Town. These costs incorporate the entire cost of a roadway project from design, bidding, construction, and inspection. The “Asphalt Only” and “Concrete Only” costs include full reconstruction of any storm sewer, curb, and sidewalk. These numbers can be adjusted by the municipality within the application based on market changes.

**Table 2**

**ESTIMATED PROJECT COST PER LINEAR FOOT**

Roadway Project	Cost	Unit
Asphalt Overlay	\$ 35.00	per foot
Asphalt Pulverize and Overlay	\$ 45.00	per foot
3% inflation rate added to cost per year		

*Source: Town of Farmington*

## GIS Application Analysis

Using GIS and a computer application created by the Washington County IT Department (Washington County - TNSP), an analysis was conducted that identified which roads had both very low PASER ratings and high traffic volumes (AADT). These roads were identified as highest priority for improvement. Through the process, all roads under the town’s jurisdiction were analyzed and grouped based on how high of a priority they were for improvement based on these factors. Town and County staff reviewed the results and locked in certain road segments that should be reconstructed in the same calendar year based on location and logistical factors. This should allow for lower unit costs for these projects. An example would be Scenic Drive between North Paradise Road and Moraine Drive which is two road segments that the program scheduled several years apart. The Town deemed it best to complete this work in one construction season as one project, therefore two segments were locked into the same calendar year within the application. Projects could also be locked into the program if they were already in the Towns improvement plan. Such projects are listed in Table 3.

**Table 3**

**PROJECTS LOCKED INTO GIS APPLICATION ANALYSIS AS CHOSEN BY TOWN OF FARMINGTON**

ID	Description	Lock Type	Paser	Length	Utility Age	Year	Asphalt
221	Jay Rd	Both	1	5,298		2027	196,733
258	Jay Rd	Both	1	2,758		2027	102,391
313	Jay Rd	Both	1	2,545		2027	94,486
204	Scenic Dr	Both	6	212		2025	7,410
242	Scenic Dr	Both	6	1,153		2025	40,365
349	Scenic Dr	Both	2	4,437		2025	155,303
350	Windy Acres	Both	6	1,890		2025	66,154

### 3 Planned Road Improvements

Using the information produced by the GIS analysis displayed on Maps 4 and 5 as a data-driven starting point, Town representatives reviewed and considered all other factors described in Section 2 that can influence and justify the timing of a road improvement project. Table 4 depicts input factors into the TNSP application. The Town chose the following as input options for the planned improvements:

- \$200,000      The typical annual amount spent on roadway repaving/reconstruction
- As needed      The typical annual amount spent on bridges and culvert replacements
- Carry Forward      By checking this box, any remaining funds from the previous year are transferred to the next year if unused
- Inflation      An inflation rate (adjustable) that applies to the construction costs only
- Year Range      The years the application will create results
- Paser Range      The range of ratings the application will review

The program was then ran with the inputs selected by the Town. Table 4 depicts the total road miles (67.4) and the miles of roadway to be reconstructed between 2024-2053 (30). It also displays the miles of each road scheduled based on its Paser rating. With the current funding levels, the Town would complete all but 14 miles of the Paser-rated “5” roadways.



**Table 4**  
**MILES OF ROADWAY SCHEDULED OR NOT SCHEDULED**  
**FOR IMPROVEMENT AND PASER SUMMARY**

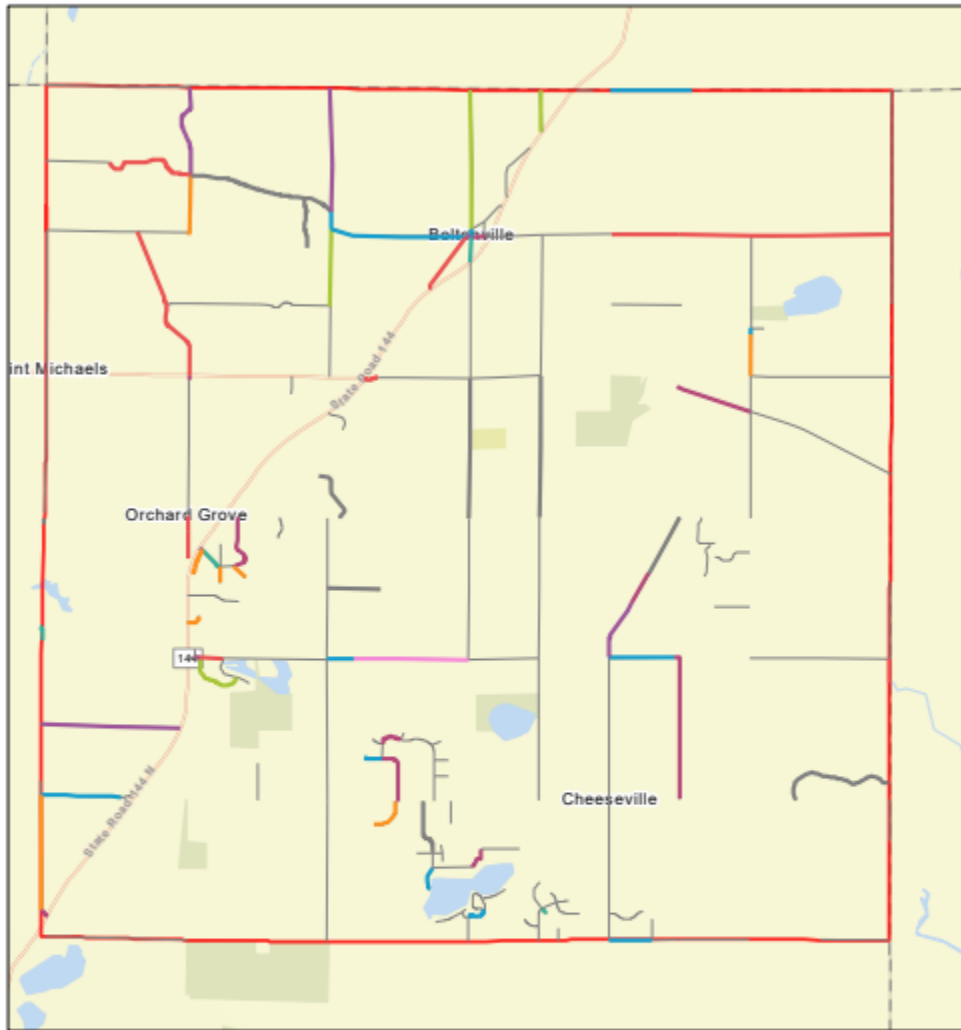
Paser	Scheduled		Not Scheduled		Total		
	Segments	Miles	Segments	Miles	Miles	%	Total %
0			3	3.0	3.0	4.6%	4.6%
1	8	6.6			6.6	10.0%	14.6%
2	1	0.8			0.8	1.3%	15.9%
3	14	4.6			4.6	7.0%	22.9%
4	24	9.1	1	0.5	9.6	14.4%	37.3%
5	28	6.0	11	10.5	16.5	25.0%	62.3%
6	3	0.6	29	5.6	6.2	9.3%	71.6%
7			9	2.7	2.7	4.1%	75.7%
8			8	3.5	3.5	5.2%	80.9%
9			33	8.2	8.2	12.4%	93.3%
10			11	4.5	4.5	6.8%	100.1%
<b>TOTAL</b>	<b>78</b>	<b>27.8</b>	<b>105</b>	<b>38.5</b>	<b>66.3</b>		

*Source: Town of Farmington and Washington County*

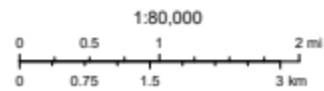
Projects were prioritized and projected into future years through 2053 with estimated funding needs allocated to each year in the future. Future road improvement projects are identified on Maps 6-13 and Table 5.

## MAP 6

### OVERALL STREET IMPROVEMENT PRIORITY ANALYSIS: 2024-2060



11/29/2024, 11:00:18 AM

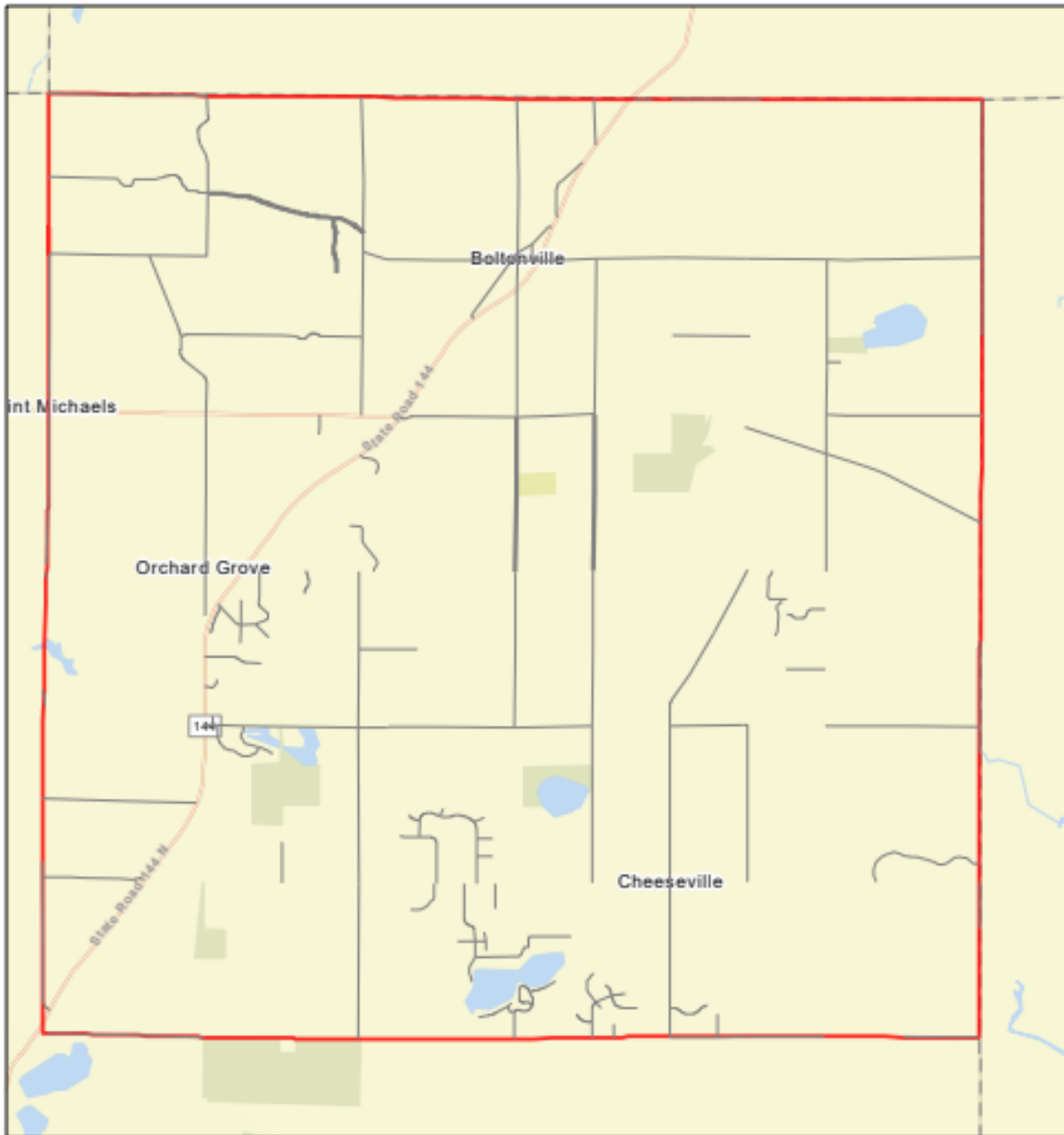


County of Washington, WI, Esri, TomTom, Garmin, SafeGraph, GeoTechnologies, Inc, METANASA, USGS, EPA, NPS, USDA, USFWS

Source: Town of Farmington and Washington County.

MAP 7

STREET IMPROVEMENT ANALYSIS: 2025



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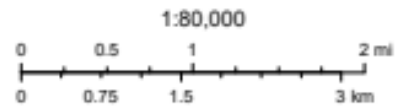
Roads in Current Plan

— 2025

Town of Farmington Road Network

— <all other values>

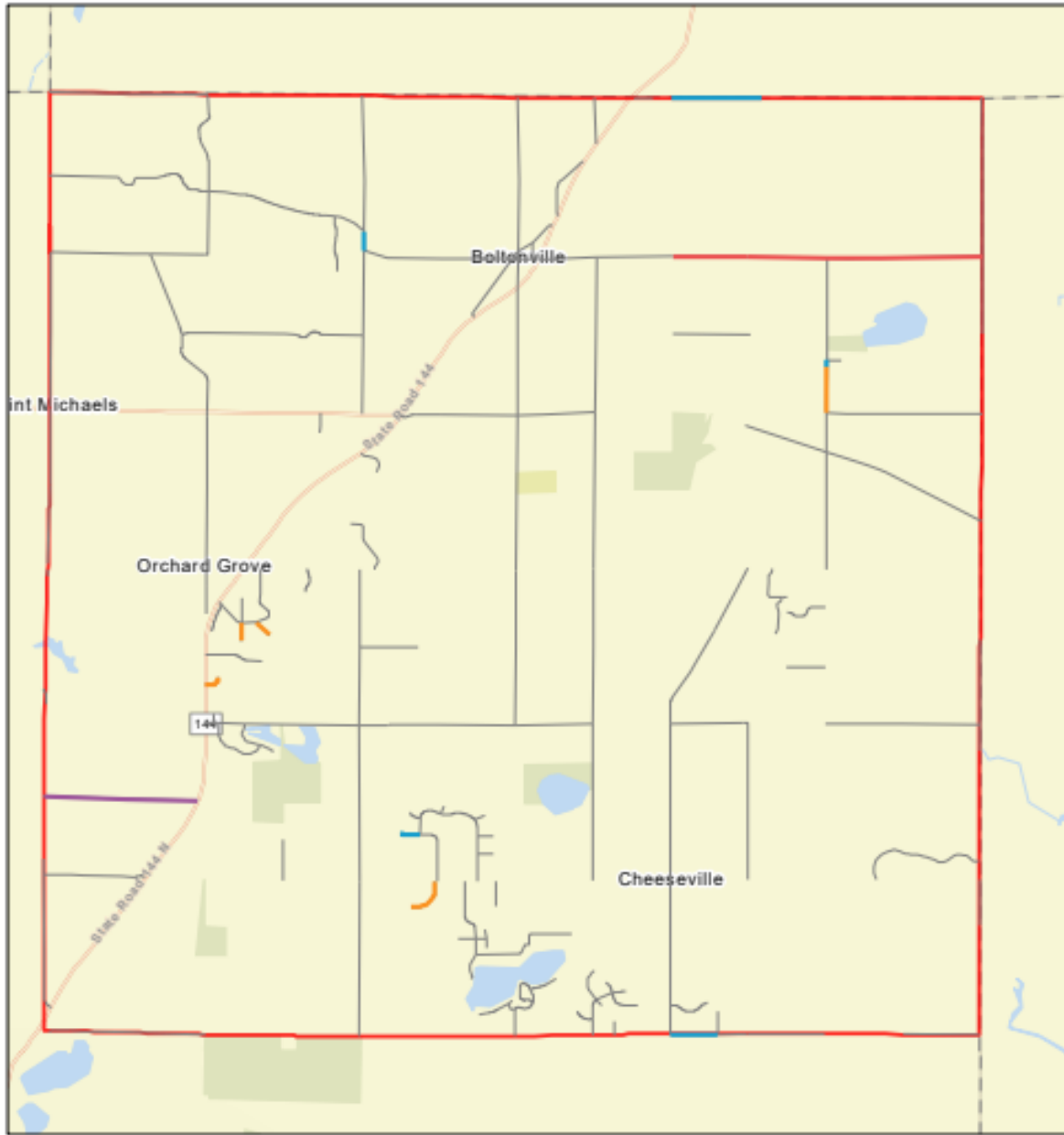
□ Municipality



County of Washington, WI, Esri, TomTom, Garmin, SafeGraph, GeoTechnologies, Inc, METINASA, USGS, EPA, NPS, USDA, USFWS

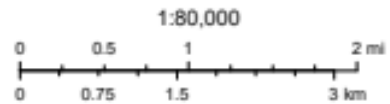
Source: Town of Farmington and Washington County.

**MAP 8**  
**STREET IMPROVEMENT ANALYSIS: 2026-2030**



11/29/2024, 11:03:11 AM

- |                       |                      |                                 |
|-----------------------|----------------------|---------------------------------|
| Roads in Current Plan | — 2030               | Town of Farmington Road Network |
| — 2026                | — <all other values> | — Municipality                  |
| — 2027                |                      |                                 |
| — 2029                |                      |                                 |

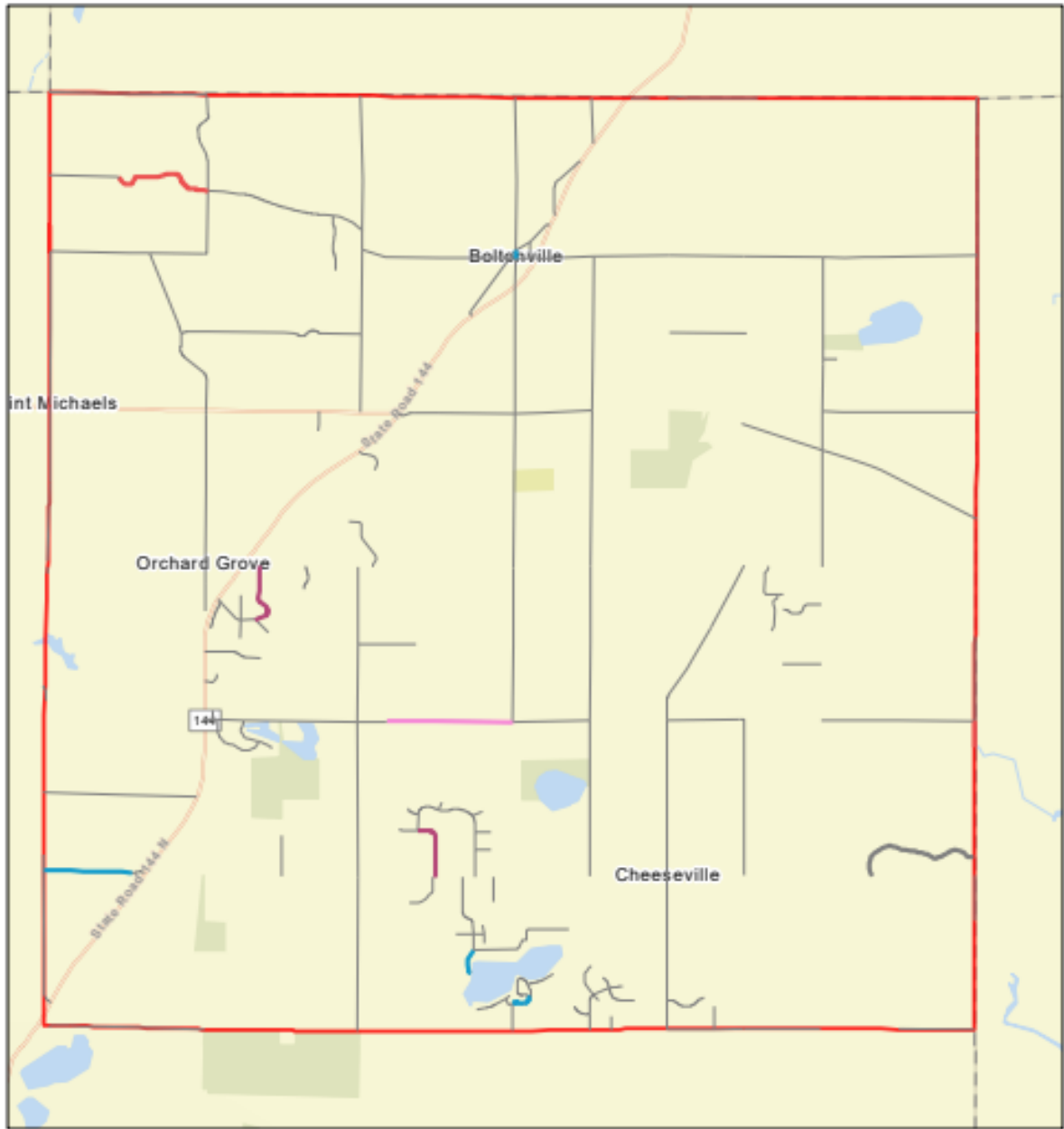


County of Washington, WI, Esri, TomTom, Garmin, SafeGraph, GeoTechnologies, Inc, METINASA, USGS, EPA, NPS, USDA, USFWS

Source: Town of Farmington and Washington County.

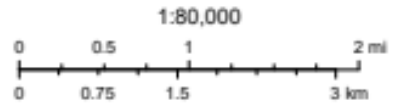
# MAP 9

## STREET IMPROVEMENT ANALYSIS: 2031-2035



11/29/2024, 11:04:05 AM

- Roads in Current Plan
- 2031
- 2032
- 2033
- 2034
- 2035
- Town of Farmington Road Network
- <all other values>
- Municipality



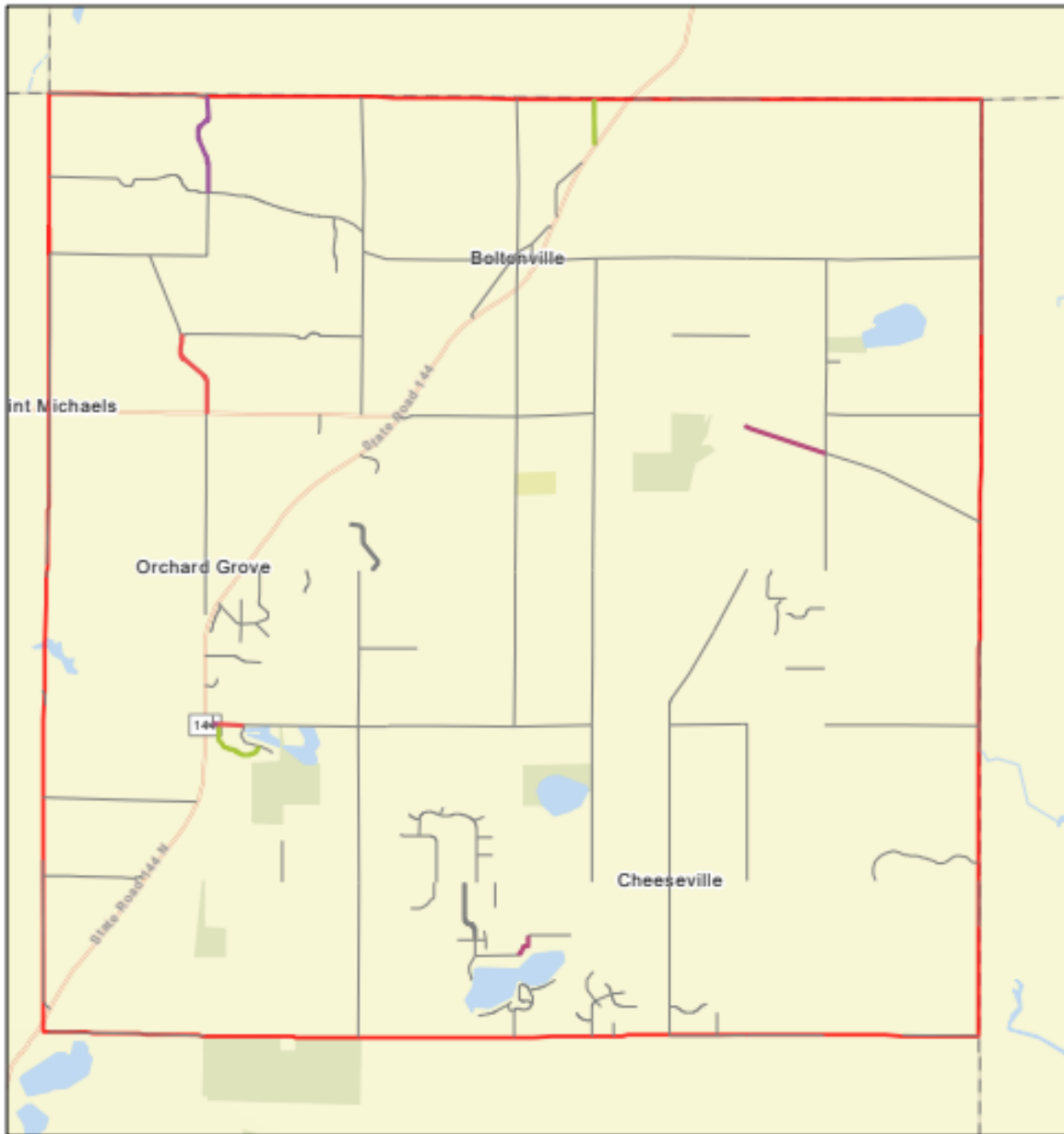
County of Washington, WI, Esri, TomTom, Garmin, SafeGraph, GeoTechnologies, Inc, METINASA, USGS, EPA, NPS, USDA, USFWS

Source: Town of Farmington and Washington County.



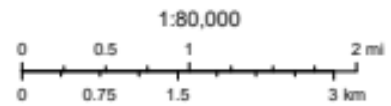
# MAP 10

## STREET IMPROVEMENT ANALYSIS: 2036-2040



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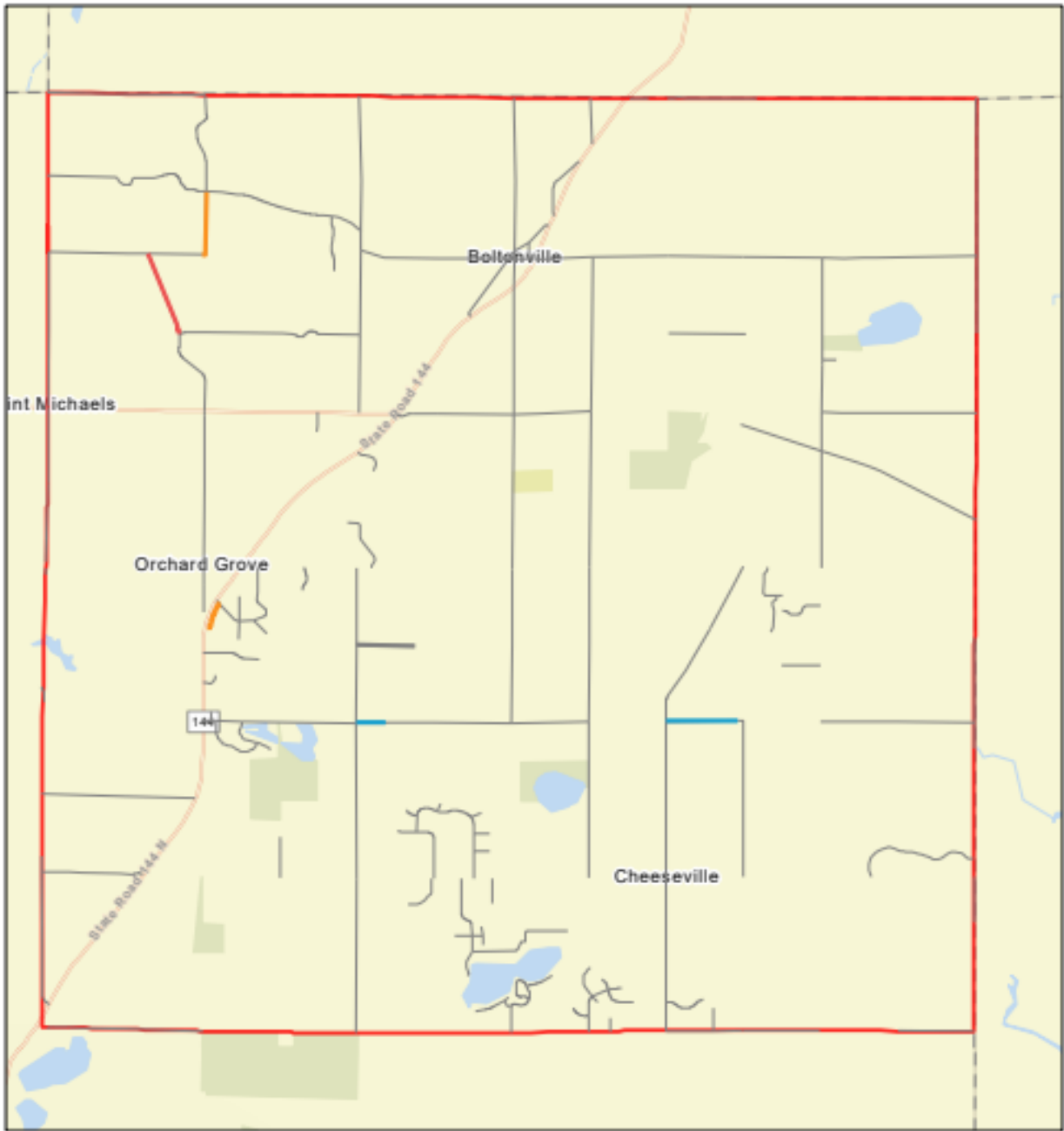
- Roads in Current Plan
- 2036
- 2037
- 2038
- 2039
- 2040
- Town of Farmington Road Network
- <all other values>
- Municipality



County of Washington, WI, Esri, TomTom, Garmin, SafeGraph, GeoTechnologies, Inc, METINASA, USGS, EPA, NPS, USDA, USFWS

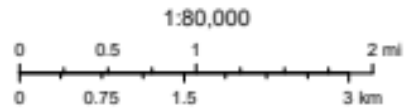
Source: Town of Farmington and Washington County.

**MAP 11**  
**STREET IMPROVEMENT ANALYSIS: 2041-2045**



11/29/2024, 11:05:24 AM

- |                       |                                 |
|-----------------------|---------------------------------|
| Roads in Current Plan | — 2044                          |
| — 2041                | Town of Farmington Road Network |
| — 2042                | — <all other values>            |
| — 2043                | □ Municipality                  |



County of Washington, WI, Esri, TomTom, Garmin, SafeGraph, GeoTechnologies, Inc, METINASA, USGS, EPA, NPS, USDA, USFWS

Source: Town of Farmington and Washington County.

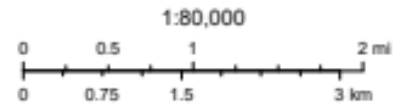
MAP 12

STREET IMPROVEMENT ANALYSIS: 2046-2050



11/29/2024, 11:05:55 AM

- |                       |                                 |
|-----------------------|---------------------------------|
| Roads in Current Plan | — 2050                          |
| — 2046                | Town of Farmington Road Network |
| — 2047                | — <all other values>            |
| — 2048                | □ Municipality                  |
| — 2049                |                                 |

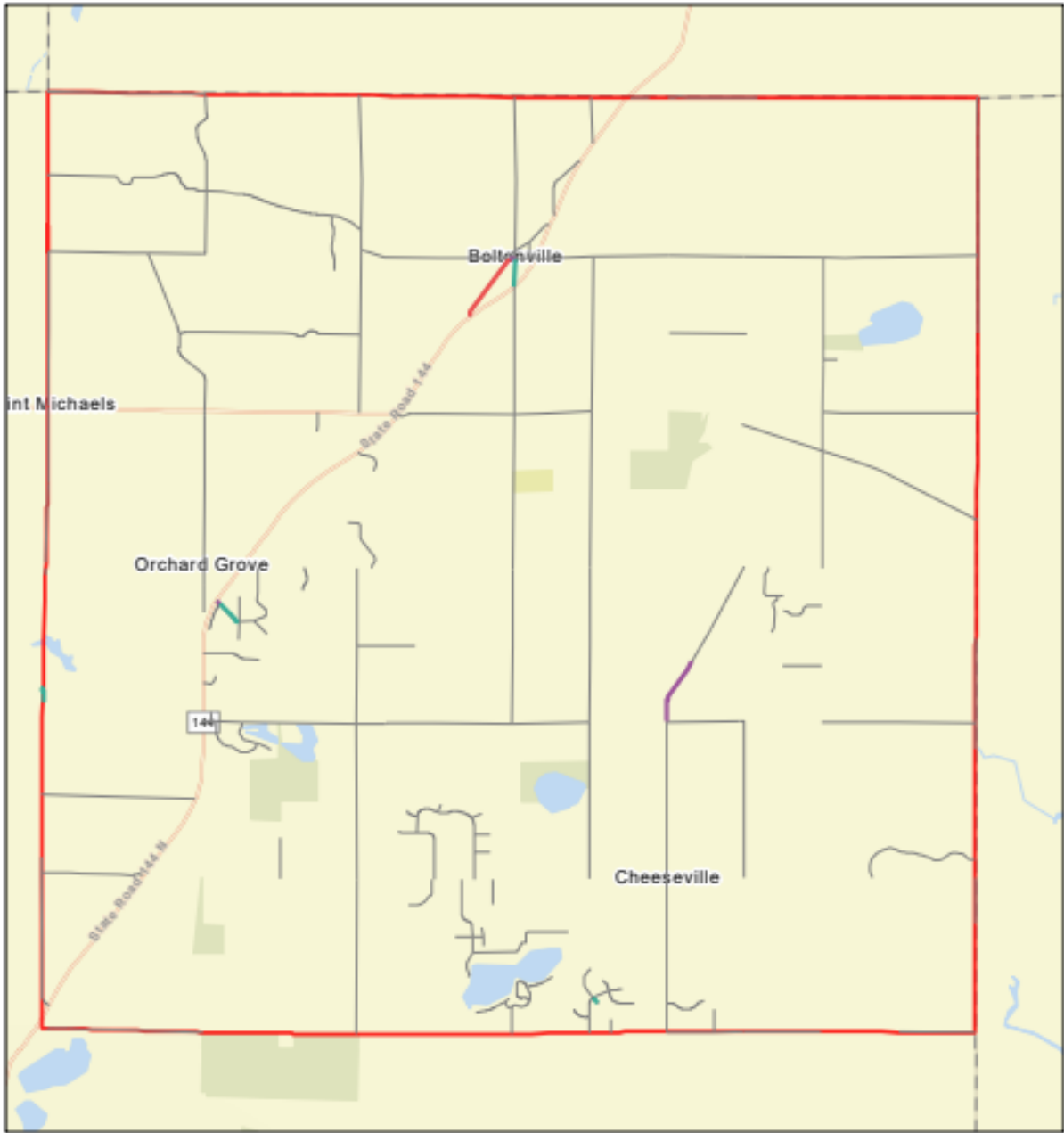


County of Washington, WI, Esri, TomTom, Garmin, SafeGraph, GeoTechnologies, Inc, METINASA, USGS, EPA, NPS, USDA, USFWS

Source: Town of Farmington and Washington County.

# MAP 13

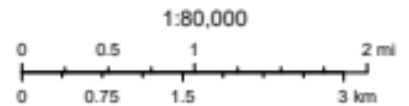
## STREET IMPROVEMENT ANALYSIS: 2051-2055



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Roads in Current Plan Town of Farmington Road Network

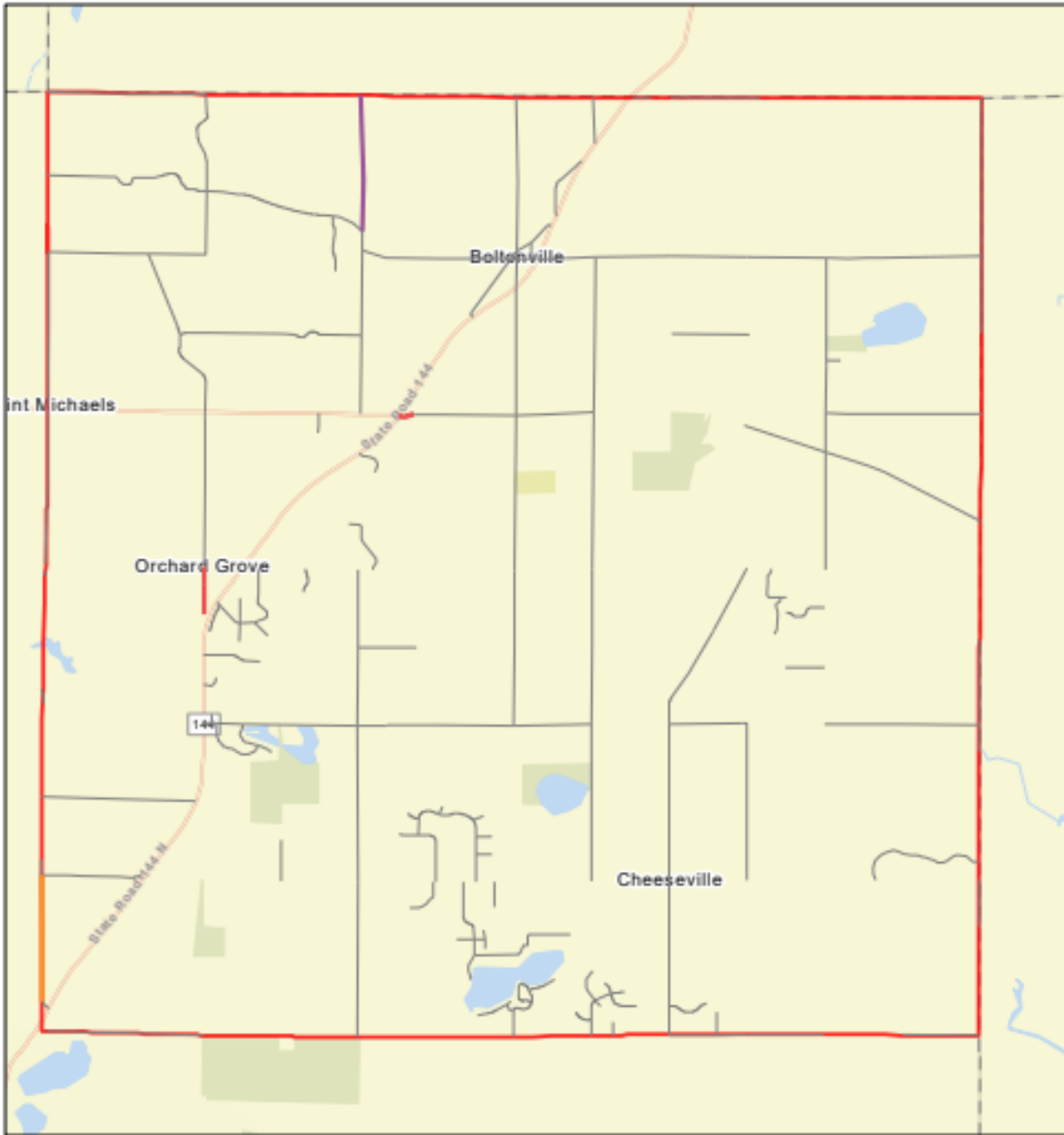
- 2051
- 2052
- 2053
- <all other values>
- Municipality



County of Washington, WI, Esri, TomTom, Garmin, SafeGraph, GeoTechnologies, Inc, METINASA, USGS, EPA, NPS, USDA, USFWS

Source: Town of Farmington and Washington County.

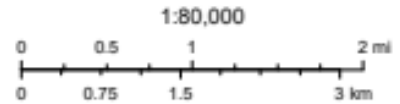
**MAP 14**  
**STREET IMPROVEMENT ANALYSIS: 2056-2060**



11/29/2024, 11:07:01 AM

Roads in Current Plan Town of Farmington Road Network

- 2056
- 2058
- 2060
- <all other values>
- Municipality



County of Washington, WI, Esri, TomTom, Garmin, SafeGraph, GeoTechnologies, Inc, METINASA, USGS, EPA, NPS, USDA, USFWS

Source: Town of Farmington and Washington County.



Table 5

FUTURE ROAD IMPROVEMENT PROJECTS IN 5-YEAR INCREMENTS AND BY YEAR

5-Year Groupings										
Year	Road Segments	Miles	Asphalt	Concrete	Alley	Surface	Sewer	Water	Other	Total
2024 - 2025	7	4.5	820,616			820,616				820,616
2026 - 2030	14	5.1	1,028,676			1,028,676				1,028,676
2031 - 2035	11	4.3	1,004,450			1,004,450				1,004,450
2036 - 2040	10	3.7	997,085			997,085				997,085
2041 - 2045	6	2.2	683,688			683,688				683,688
2046 - 2050	11	3.6	1,312,841			1,312,841				1,312,841
2051 - 2055	14	2.3	965,675			965,675				965,675
2056 - 2060	5	2.1	1,040,996			1,040,996				1,040,996
<b>TOTAL</b>	<b>27.8</b>		<b>7,854,037</b>			<b>7,854,037</b>				<b>7,854,037</b>
Summary by Year										
Year	Road Segments	Miles	Asphalt	Concrete	Alley	Surface	Sewer	Water	Other	Total
2024	1	1.0	178,390			178,390				178,390
2025	6	3.5	642,226			642,226				642,226
2026	1	1.0	190,481			190,481				190,481
2027	3	2.0	393,610			393,610				393,610
2029	5	1.2	244,867			244,867				244,867
2030	5	0.9	199,718			199,718				199,718
2031	1	0.9	189,192			189,192				189,192
2032	1	0.8	186,952			186,952				186,952
2033	2	0.8	197,634			197,634				197,634
2034	5	0.9	226,594			226,594				226,594
2035	2	0.8	204,087			204,087				204,087
2036	3	0.7	188,749			188,749				188,749
2037	2	0.7	189,210			189,210				189,210
2038	2	0.8	218,458			218,458				218,458
2039	1	0.7	186,667			186,667				186,667
2040	2	0.7	214,001			214,001				214,001
2041	1	0.6	166,186			166,186				166,186
2042	2	0.7	202,594			202,594				202,594
2043	2	0.6	191,913			191,913				191,913
2044	1	0.4	122,995			122,995				122,995
2046	1	1.0	332,674			332,674				332,674
2047	2	1.1	380,151			380,151				380,151
2048	5	0.5	199,083			199,083				199,083
2049	1	0.6	207,127			207,127				207,127
2050	2	0.5	193,807			193,807				193,807
2051	3	0.5	203,860			203,860				203,860
2052	1	0.5	189,244			189,244				189,244
2053	4	0.5	213,307			213,307				213,307
2054	4	0.5	198,319			198,319				198,319
2055	2	0.4	160,946			160,946				160,946
2056	3	0.4	185,322			185,322				185,322
2058	1	0.9	430,406			430,406				430,406
2060	1	0.8	425,260			425,260				425,260
<b>TOTAL</b>	<b>27.8</b>		<b>7,854,037</b>			<b>7,854,037</b>				<b>7,854,037</b>
<b>AVERAGE</b>			<b>212,271</b>			<b>212,271</b>				<b>212,271</b>

Source: Town of Farmington and Washington County.

## 4 Funding the Plan

The Town of Farmington has traditionally funded its roadway projects through its capital budgeting process. The vast majority of the capital improvement funding comes from borrowing. Due to the magnitude and condition of the current roadways and infrastructure, borrowing at the current levels for road projects may be sufficient to fund this plan.

The Town of Farmington currently relies on an allocation of \$200,000 dollars per year (currently borrowed dollars) to utilize on capital improvements (repaving). The Town adjusts its road improvement planning strategy to best-utilize the \$200,000 budgeted. The Town often strives for one project each calendar year.

The 2060 Transportation Network Sustainability program was completed with the aforementioned numbers to see what current funding levels will accomplish. The plan is built with inflation costs added to the future construction costs. Without additional inflation funding, the amount of roadways to be reconstructed will be limited throughout the life of the plan due to inflationary construction costs.

*Examples of funding options available to the Town of Farmington:*

### Borrowing

The Town of Farmington currently borrows annually. Borrowing could remain an option but would need to be within spending limits and be met with political approval. The Town anticipates borrowing \$700,000 in 2025 to complete the road projects in the plan.

### LRIP funding

The Town utilizes the Local Road Improvement Program which provides funding of approximately \$16,000 every other year. Efforts could be made by the Town to request the State to increase the amounts allocated to this funding source.

### Surface Transportation Program (STP-Rural and STP-Local)

The STP program has not been utilized by the Town in the past to complete larger projects. The Town is encouraged to apply for these funds. The recent infrastructure BIL passed by the Federal Government has created in-influx of funding into this program. Municipalities have until October 27, 2023 to apply for funding in the current program cycle of 2025-2029.

The STP-Local is a funding source for roads classified a minor collector or local road. The roads for this funding need to be classified as a minor collector or lower (Brown or Gray).

The previous three funding sources account for the funds used in the TNSP application. Those funds are shown in Table 6 below.



**Table 6**  
**ANNUAL FUNDING ALLOCATIONS**

Year	Funding Level		Year	Funding Level
2025	\$ 700,000		2043	\$ 200,000
2026	\$ 200,000		2044	\$ 200,000
2027	\$ 200,000		2045	\$ 200,000
2028	\$ 200,000		2046	\$ 200,000
2029	\$ 200,000		2047	\$ 200,000
2030	\$ 200,000		2048	\$ 200,000
2031	\$ 200,000		2049	\$ 200,000
2032	\$ 200,000		2050	\$ 200,000
2033	\$ 200,000		2051	\$ 200,000
2034	\$ 200,000		2052	\$ 200,000
2035	\$ 200,000		2053	\$ 200,000
2036	\$ 200,000		2054	\$ 200,000
2037	\$ 200,000		2055	\$ 200,000
2038	\$ 200,000		2056	\$ 200,000
2039	\$ 200,000		2057	\$ 200,000
2040	\$ 200,000		2058	\$ 200,000
2041	\$ 200,000		2059	\$ 200,000
2042	\$ 200,000		2060	\$ 200,000

Source: Town of Farmington and Washington County.

*Additional funding options include:*

**ARIP (AGRICULTURAL ROADS IMPROVEMENT PROGRAM) Funds**

In June 2023, [Senate Bill 247 \(Act 13\)](#) established the Agricultural Roads Improvement Program (ARIP) as part of the 2023-2025 biennium budget to improve highways functionally classified as local roads, or minor collectors, or culverts, that provide access to agricultural lands or facilities used to produce agricultural goods, including forest products. This is generally a 90% state 10% local share program.

**ARPA Funds**

In 2021, the federal government provided the Town of Farmington with \$393,972.44 in “American Rescue Plan Act” (ARPA) one-time funding. The final rule on these funds allows them to be used for roadways and public utility projects. A one-year influx of funding (similar to borrowing additional funds) can make a substantial long-term impact.

**General Transportation Aid (GTA)**

The Town of Farmington receives approximately \$185,000 annually in General Transportation Aid from the State of Wisconsin. These funds are needed to provide for general public works operations and are not available for capital improvement projects.

## **State Transportation Grants and Aid**

*Transportation Economic Assistance (TEA)* Grants which are matching state grants to governing bodies for road, rail, harbor and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state, and HSIP Grants.

*Highway Safety Improvement Program (HSIP)* funds highway safety projects at sites that have experienced a high crash history. Emphasis is on low-cost options that can be implemented quickly.

*Congestion Mitigation Air Quality (CMAQ) program* encourages transportation alternatives in southeast Wisconsin that improve air quality such as public transit enhancements, bicycle/pedestrian facilities, ridesharing programs and facilities, and technologies that improve traffic flow and vehicle emissions.

*State Infrastructure Bank (SIB) program*, similar to a private bank, offers a range of loans and credit options to help finance eligible surface transportation projects.

## **Federal Earmarks**

Federal senators and congress representatives will occasionally support projects for a Federal Earmark. Contact your elected federal officials for additional information.

## **Wheel Tax**

Wisconsin law allows a town, village, city or county to collect an annual municipal or county vehicle registration fee (wheel tax) in addition to the regular annual registration fee paid for a vehicle. The fee applies to vehicles kept in the municipality or county with:

- Autocycle registration
- Automobile registration
- Truck registration at 8,000 lbs. or less (except dual purpose farm)

This includes most special license plates with autocycle, automobile or truck registration. State law does not specify the amount of the wheel tax. However, the municipality or county must use all revenue from the wheel tax for transportation related purposes. As of 2022, the state collected the wheel tax for approximately 32 Cities/Villages and 13 Counties.

## **Transportation Utility**

Wisconsin law may allow for the creation of a Transportation Utility Fee. According to an article written by Brian Huber in the West Bend news on Saturday April 9, 2022, several municipalities in Wisconsin have already implemented this fee. This fee could be created by the Town of Farmington to assess a fee based on all developed properties in the Town by assigning a number of trips a property generates based on a formula. The fee collected could be used on street reconstruction.

## 5 Funding Levels to Sustain Roadways

The current roadway conditions and utility age depicts a roadway and utility system that has been adequately funded. The current Town of Farmington level of funding of approximately \$200,000 for roadway projects. These budgeted amounts are shown in Table 8. The current roadway conditions and utility age along with increasing constructions costs (rising costs and inflation need to be recognized at some point in the plan) dictate that current funding levels should be maintained. We also recommend that multiple projects be completed in a year when funding allows to keep on schedule. The plan set forth above maintained the level of funding for both roadways and utilities, but allowed for multiple projects per year. It also allowed for funds to be built up for projects, therefore there are years projects will not be completed. Table 9 depicts that a cost per year keeping up with inflation each year will be needed to complete the plan (shown as an increase in funding of 2.9% per year to keep pace with inflation), thus the plan funding needs are approximately \$7,700,000.

**Table 8**  
**FUNDING ALLOCATIONS FOR ROADWAY SURFACE: 2025-2060**

Year	Funding Level	Year	Funding Level
2025	\$ 700,000	2043	\$ 200,000
2026	\$ 200,000	2044	\$ 200,000
2027	\$ 200,000	2045	\$ 200,000
2028	\$ 200,000	2046	\$ 200,000
2029	\$ 200,000	2047	\$ 200,000
2030	\$ 200,000	2048	\$ 200,000
2031	\$ 200,000	2049	\$ 200,000
2032	\$ 200,000	2050	\$ 200,000
2033	\$ 200,000	2051	\$ 200,000
2034	\$ 200,000	2052	\$ 200,000
2035	\$ 200,000	2053	\$ 200,000
2036	\$ 200,000	2054	\$ 200,000
2037	\$ 200,000	2055	\$ 200,000
2038	\$ 200,000	2056	\$ 200,000
2039	\$ 200,000	2057	\$ 200,000
2040	\$ 200,000	2058	\$ 200,000
2041	\$ 200,000	2059	\$ 200,000
2042	\$ 200,000	2060	\$ 200,000
		<b>Total</b>	<b>\$ 7,700,000</b>

Source: Town of Farmington and Washington County.

**Table 9**  
**FUNDING LEVELS AND MILES COMPLETED BY YEAR**

<b>Summary by Year</b>		
<b>Year</b>	<b>Road Segments</b>	<b>Miles</b>
2024	1	1.0
2025	6	3.5
2026	1	1.0
2027	3	2.0
2029	5	1.2
2030	5	0.9
2031	1	0.9
2032	1	0.8
2033	2	0.8
2034	5	0.9
2035	2	0.8
2036	3	0.7
2037	2	0.7
2038	2	0.8
2039	1	0.7
2040	2	0.7
2041	1	0.6
2042	2	0.7
2043	2	0.6
2044	1	0.4
2046	1	1.0
2047	2	1.1
2048	5	0.5
2049	1	0.6
2050	2	0.5
2051	3	0.5
2052	1	0.5
2053	4	0.5
2054	4	0.5
2055	2	0.4
2056	3	0.4
2058	1	0.9
2060	1	0.8
<b>TOTAL</b>		<b>27.8</b>
<b>AVERAGE</b>		

*Source: Town of Farmington and Washington County.*

Table 10 depicts the roadways scheduled under the existing funding conditions. As you can see after the 30 year period, the Town would still have 13.0 miles in a Paser rating of 5. The proposed funding completes all roadways in a Paser rating of 2-4 in the next 30 years.

Table 10

ROADWAYS BY YEAR UNDER CURRENT FUNDING

ID	Description	Surf. Type	Paser	Avg Dly Traffic	Miles	Utility Age		Lock	Maintenance Type	Year	Asphalt
						Cur	Adj				
255	Boltonville Rd	70	1	150	0.99			N	Asphalt Overlay	2024	178,390
207	Boltonville Rd	70	1	80	1.00			N	Asphalt Overlay	2025	185,698
229	Orchard Valley Rd	65	1	40	1.01			N	Asphalt Overlay	2025	187,296
349	Scenic Dr	55	2	40	0.84			B	Asphalt Overlay	2025	155,303
242	Scenic Dr	55	6	40	0.22			B	Asphalt Overlay	2025	40,365
204	Scenic Dr	70	6	400	0.04			B	Asphalt Overlay	2025	7,410
350	Windy Acres	70	6	80	0.36			B	Asphalt Overlay	2025	66,154
<b>TOTAL</b>					<b>4.47</b>						<b>820,616</b>

ID	Description	Surf. Type	Paser	Avg Dly Traffic	Miles	Utility Age		Lock	Maintenance Type	Year	Asphalt
						Cur	Adj				
244	Sunny Brook Dr	70	1	40	1.00			N	Asphalt Overlay	2026	190,481
221	Jay Rd	55	1	750	1.00			B	Asphalt Overlay	2027	196,733
313	Jay Rd	65	1	750	0.48			B	Asphalt Overlay	2027	94,486
258	Jay Rd	65	1	750	0.52			B	Asphalt Overlay	2027	102,391
262	Fillmore Rd	70	3	80	0.04			N	Asphalt Overlay	2029	8,234
186	Newark Dr	55	3	150	0.31			N	Asphalt Overlay	2029	63,988
300	Paradise Rd N	65	3	400	0.13			N	Asphalt Overlay	2029	26,073
189	Tomahawk Dr	70	3	150	0.13			N	Asphalt Overlay	2029	26,181
283	Valley View Dr	55	1	40	0.58			N	Asphalt Overlay	2029	120,391
362	Ann Ct	70	3	80	0.12			N	Asphalt Overlay	2030	25,030
223	Fairway Ln	70	3	40	0.27			N	Asphalt Overlay	2030	57,745
320	Fillmore Rd	70	3	80	0.30			N	Asphalt Overlay	2030	64,960
259	Hill Top Ln	65	3	80	0.12			N	Asphalt Overlay	2030	26,034
348	Trails End Ln	65	3	40	0.12			N	Asphalt Overlay	2030	25,949
<b>TOTAL</b>					<b>5.12</b>						<b>1,028,676</b>

ID	Description	Surf. Type	Paser	Avg Dly Traffic	Miles	Utility Age		Lock	Maintenance Type	Year	Asphalt
						Cur	Adj				
277	River Side Rd	65	3	40	0.86			N	Asphalt Overlay	2031	189,192
312	Shalom Dr	70	3	40	0.82			N	Asphalt Overlay	2032	186,952
332	Riverside Rd	55	3	40	0.17			N	Asphalt Overlay	2033	39,648
241	Scenic Dr	70	3	40	0.67			N	Asphalt Overlay	2033	157,986
289	Boltonville Rd	55	4	40	0.05			N	Asphalt Overlay	2034	11,685
286	Church Rd	70	4	150	0.08			N	Asphalt Overlay	2034	19,688
333	Club Ln	70	3	40	0.58			N	Asphalt Overlay	2034	140,430
224	Green Lake Dr E (2)	70	4	150	0.05			N	Asphalt Overlay	2034	13,105
318	Lakeview Ct	70	4	80	0.17			N	Asphalt Overlay	2034	41,686
334	Tomahawk Dr	70	4	150	0.40			N	Asphalt Overlay	2035	98,372
194	White Wood Dr	65	4	150	0.43			N	Asphalt Overlay	2035	105,715
<b>TOTAL</b>					<b>4.29</b>						<b>1,004,459</b>



ID	Description	Surf. Type	Paser	Avg Dly Traffic	Miles	Utility Age		Lock	Maintenance Type	Year	Asphalt
						Cur	Adj				
338	Kohler Rd	55	4	80	0.55			N	Asphalt Overlay	2036	141,329
373	Lakeview Ct	70	4	80	0.15			N	Asphalt Overlay	2036	38,622
282	Shalom Dr	70	4	40	0.03			N	Asphalt Overlay	2036	8,798
292	Cranberry Rd	70	4	40	0.30			N	Asphalt Overlay	2037	78,198
203	Rolling Ridge Dr	70	4	80	0.42			N	Asphalt Overlay	2037	111,011
226	Eagle Ridge Dr	70	4	40	0.40			N	Asphalt Overlay	2038	109,653
185	Lakeview Rd	70	4	80	0.40			N	Asphalt Overlay	2038	108,806
231	Maple Tree Rd	70	4	40	0.67			N	Asphalt Overlay	2039	186,667
246	Shalom Dr	70	4	40	0.16			N	Asphalt Overlay	2040	47,104
358	Wescott Rd	70	4	40	0.58			N	Asphalt Overlay	2040	166,898
<b>TOTAL</b>					<b>3.67</b>						<b>997,085</b>

ID	Description	Surf. Type	Paser	Avg Dly Traffic	Miles	Utility Age		Lock	Maintenance Type	Year	Asphalt
						Cur	Adj				
199	Wescott Rd	70	4	40	0.56			N	Asphalt Overlay	2041	166,186
276	Meadow Rd	65	4	40	0.47			N	Asphalt Overlay	2042	144,167
250	Shalom Dr	70	4	40	0.19			N	Asphalt Overlay	2042	58,427
344	Lonely Ln	70	4	20	0.18			N	Asphalt Overlay	2043	57,802
270	Maple Tree Rd	55	4	40	0.43			N	Asphalt Overlay	2043	134,111
266	Elm Tree Ln	55	4	10	0.38			N	Asphalt Overlay	2044	122,995
<b>TOTAL</b>					<b>2.21</b>						<b>683,688</b>

ID	Description	Surf. Type	Paser	Avg Dly Traffic	Miles	Utility Age		Lock	Maintenance Type	Year	Asphalt
						Cur	Adj				
306	Scenic Dr	65	4	150	0.97			N	Asphalt Overlay	2046	332,674
329	Meadow Rd	65	4	40	1.05			N	Asphalt Overlay	2047	370,175
359	Wescott Rd	70	5	870	0.03			N	Asphalt Overlay	2047	9,976
323	Forest View Rd	70	5	240	0.06			N	Asphalt Overlay	2048	20,436
327	Pathfinder Ln	70	5	225	0.16			N	Asphalt Overlay	2048	58,731
249	Scenic Dr	70	5	492	0.07			N	Asphalt Overlay	2048	25,463
285	Scenic Dr	70	5	400	0.02			N	Asphalt Overlay	2048	8,224
311	Trading Post Trl	65	5	239	0.24			N	Asphalt Overlay	2048	86,228
232	Paradise Rd N	65	5	400	0.55			N	Asphalt Overlay	2049	207,127
331	Forest View Rd	55	5	150	0.04			N	Asphalt Overlay	2050	15,330
239	Trading Post Trl	65	5	239	0.46			N	Asphalt Overlay	2050	178,477
<b>TOTAL</b>					<b>3.64</b>						<b>1,312,841</b>

ID	Description	Surf. Type	Paser	Avg Dly Traffic	Miles	Utility Age		Lock	Maintenance Type	Year	Asphalt
						Cur	Adj				
307	Scenic Dr	70	5	150	0.04			N	Asphalt Overlay	2051	15,410
281	Trading Post Trl	65	5	239	0.45			N	Asphalt Overlay	2051	177,474
196	White Wood Dr	65	5	150	0.03			N	Asphalt Overlay	2051	10,975
361	Bolton Dr	70	5	225	0.46			N	Asphalt Overlay	2052	189,244
316	Boltonville Rd	55	5	80	0.18			N	Asphalt Overlay	2053	77,207
305	Forest View Rd	55	5	150	0.10			N	Asphalt Overlay	2053	41,918
294	Greenway Ct	55	5	40	0.05			N	Asphalt Overlay	2053	20,389
202	White Wood Dr	65	5	150	0.17			N	Asphalt Overlay	2053	73,792
278	Club Ln	70	5		0.08			N	Asphalt Overlay	2054	36,107
218	Hill Top Ln	65	5	80	0.16			N	Asphalt Overlay	2054	68,294
354	Mary Ln	55	5	80	0.16			N	Asphalt Overlay	2054	68,953
197	Shalom Dr	70	5	40	0.06			N	Asphalt Overlay	2054	24,964
254	High Ground Ct	70	5	20	0.20			N	Asphalt Overlay	2055	89,411
206	Highland Dr	70	5	40	0.16			N	Asphalt Overlay	2055	71,535
<b>TOTAL</b>					<b>2.29</b>						<b>965,675</b>

ID	Description	Surf. Type	Paser	Avg Dly Traffic	Miles	Utility Age		Lock	Maintenance Type	Year	Asphalt
						Cur	Adj				
228	Highland Dr	70	5		0.10			N	Asphalt Overlay	2056	46,113
191	Wescott Rd	70	5	10	0.11			N	Asphalt Overlay	2056	52,731
190	Wescott Rd	70	5	10	0.19			N	Asphalt Overlay	2056	86,478
328	Paradise Rd N	65	5	400	0.88			N	Asphalt Overlay	2058	430,406
342	Forest View Rd	70	5	240	0.82			N	Asphalt Overlay	2060	425,269
<b>TOTAL</b>					<b>2.10</b>						<b>1,040,996</b>

Source: Town of Farmington and Washington County.

## Conclusion

In conclusion, the town's current level of funding does not appear to be adequate to address its future roadway needs. It is important to include rising inflation to both the funding used to repave roadways as well as projecting construction costs into the future. The town should continue to monitor its projected funding efforts and adjust according to development and other changes that are unforeseen at this time. Funding at \$700,000 in 2025 and \$200,000 each year until 2060 (35 years) will allow the town to complete 27.8 miles of roads. That is 0.8 miles per year. With 66.3 miles of roads in the town, it would take over 80 years to complete all the roads. It is doubtful that the roads will last that long. It does appear that the Town does get about 45 years out of their roads. With 66.3 miles the Town would have to complete roughly 1.5 miles per year. A few options that could accomplish this (besides the assistance of outside sources):

\$275,000 per year, but have it increase at 3% (inflation)

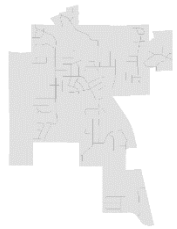
\$200,000 per year, but increase that amount to \$700,000 over 3 years.

## 6 Policy Decisions

The following are road-improvement policy questions for staff and/or elected officials to contemplate as they consider needs of their community and how to formulate its budget.

- A. Where do you place a well-maintained roadway system in your prioritization list?
- B. How important is a well-functioning storm sewer (culverts, ditches, and bridges)?
- C. What minimum roadway condition (PASER Rating) is acceptable?
- D. What level of funding for roadways is acceptable to the municipality?
- E. What source(s) of funding for roadways is acceptable?
  - 1. Are you willing to implement a wheel tax to help fund road repairs and maintenance?
  - 2. Are you willing to increase the property tax rate to help fund the town overall budget, which in turn may help fund road repairs and maintenance?
  - 3. Are you willing to implement a transportation utility to help fund road repairs and maintenance?
  - 4. Are you willing to borrow funds to help fund road repairs and maintenance?
- F. Should the municipality increase funding to keep up with inflation?
- G. What level of funding for maintenance is acceptable to the municipality?
- H. Are you willing to base your roadway selections on data and not local pressure?
- I. Should the town perform preventative maintenance on newly paved roadways (chip seal, fog seal, slurry seal, seal coat, etc....)

## 7 Executive Summary



# 2060 Transportation Network Sustainability Plan

Town of Farmington, Wisconsin

## Executive Summary

Washington County wished to collaborate with the Town of Farmington in the worthwhile endeavor of transportation planning and offered to fund the development of the town's own transportation sustainability plan. The Town of Farmington wished to join the County in providing its taxpaying citizens and those who travel through the town with safe, reliable, accessible, and well-maintained roadways by developing a local transportation plan.

The following primary factors were considered when determining which roads are in need of repair and how they were prioritized in the long-term plan:

**Street Inventory** – which roadways within town limits are the town's responsibility to improve

**Pavement Condition** – existing pavement condition using WisDOT's PASER system (scale of 1-10)

**Traffic Volumes** – the amount of traffic each street carries on a given day as well as areas with congestion issues

**Bridges and Culvert Inventory** – identifying bridges and culverts below the roadway surface as well as their age, condition, capacities, and known areas of concern

### GIS Application Analysis

Using GIS and a computer application created by the Washington County IT Department (Washington County - TNSP), an analysis was conducted that identified which roads had both very low PASER ratings, high traffic volumes (AADT). These roads were identified as highest priority for improvement. Through the process, all roads under the town's jurisdiction were analyzed and grouped based on how high of a priority they were for improvement based on these factors. Town and County staff reviewed the results and locked in certain road segments that should be reconstructed in the same calendar year based on location and logistical factors. This should result in lower unit costs for such projects.

### Planned Road Improvements

Using the information produced by the GIS analysis, Town representatives reviewed and considered other factors that can influence and justify the timing of a road improvement project. Town representatives chose specific input options for the planned improvements. By inputting information regarding what the Town typically budgets for roadway transportation planning, and by running various budgeting scenarios through the application, Town representatives could gauge if they are on pace to provide their community with a roadway and utility system that is adequately funded.

### Funding

The Town of Farmington has traditionally funded its roadway projects through its capital budgeting process. The plan also explores various funding sources the town could consider pursuing. Examples of such funding sources include borrowing, LRIP, ARIP, Surface Transportation Program (STP), American Rescue Plan Act (ARPA), General Transportation Aid (GTA), and other grant and taxation options.

**Future Development** – anticipated changes in traffic control patterns and infrastructure to accommodate changing land uses and traffic flow

**Pavement Management Schedule** – an aggressive, yet realistic goal for a paved surface's lifespan

**Project Costs** – estimated unit costs (per liner foot of roadway) for various types of surface and culvert work based on previous projects used for cost projections and budgeting

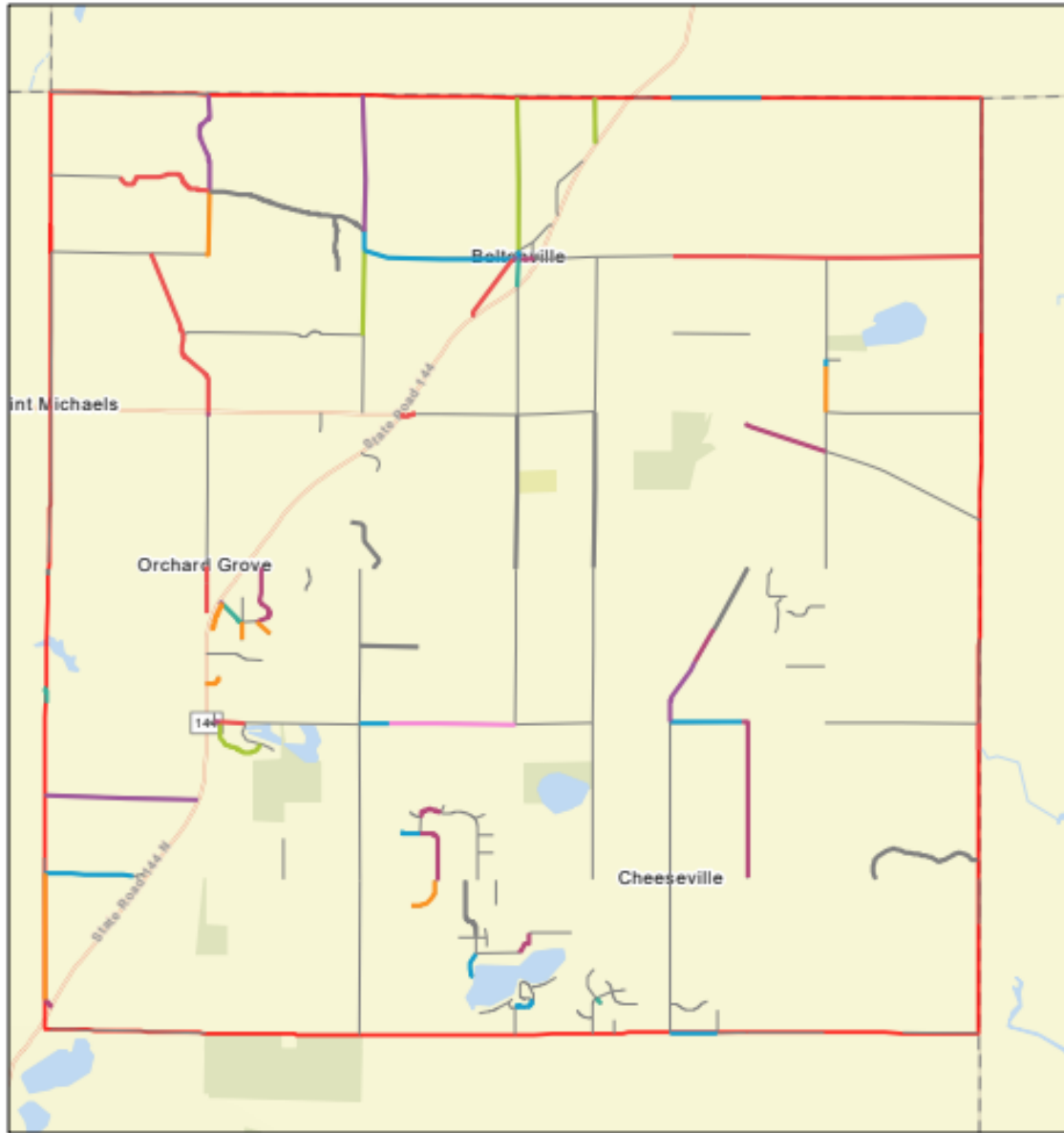


*Existing pavement condition is one key factor that was considered during the planning process.*

**Summary and Recommendations**

The current roadway conditions depict a roadway system that may have been inadequately funded. The current Town of Farmington level of funding of approximately \$200,000 for roadway projects (not adjusted for inflation each year) appears to be a little less than sustainable into the future. An option to increase that amount to \$275,000/year and adjust it to inflation would produce a sustainable roadway network. Another option would be increased occasional borrowing.

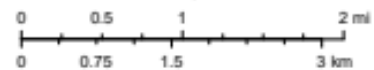
**OVERALL STREET IMPROVEMENT PRIORITY ANALYSIS: 2025-2060**



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|-----------------------|------|------|---------------------------------|
| Roads in Current Plan | 2034 | 2043 | 2056                            |
| 2024                  | 2035 | 2044 | 2032                            |
| 2025                  | 2036 | 2046 | 2053                            |
| 2026                  | 2037 | 2047 | 2058                            |
| 2027                  | 2038 | 2048 | 2060                            |
| 2029                  | 2039 | 2049 | Town of Farmington Road Network |
| 2030                  | 2040 | 2050 | <all other values>              |
| 2031                  | 2041 | 2051 | Municipality                    |
| 2033                  | 2042 | 2052 |                                 |



County of Washington, WI, Esri, TomTom, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, EPA, NPS, USDA, USFWS

***TRANSPORTATION NETWORK SUSTAINABILITY PLAN***

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