



PRELIMINARY RECOMMENDED JURISDICTIONAL HIGHWAY SYSTEM PLAN FOR WALWORTH COUNTY

NEWSLETTER

MARCH 2010

At the request of Walworth County, the Southeastern Wisconsin Regional Planning Commission (SEWRPC) is preparing a new jurisdictional highway system plan for Walworth County. This newsletter summarizes the development of the preliminary recommended year 2035 Walworth County jurisdictional highway system plan that is now available for public comment.

The new plan is an update to the Walworth County jurisdictional highway system plan that was originally adopted by the Walworth County Board of Supervisors on April 19, 1973, and later amended on four other occasions. The jurisdictional highway system plan provides a review and reevaluation, and recommendations as to which level and agency of government—state, county, or local—should have jurisdictional responsibility for each segment of arterial street and highway in Walworth County, and identifies which changes in jurisdictional responsibility, or jurisdictional transfers, that are necessary to implement the plan. The new jurisdictional highway system plan also constitutes a refinement and amendment of the functional improvements—new arterial facilities and widening of existing facilities—recommended in Walworth County under the year 2035 regional transportation plan, as adopted by SEWRPC on June 21, 2006, and is a functional, as well as jurisdictional, arterial street and highway system plan for Walworth County to the design year 2035. The new Walworth County jurisdictional highway system plan is intended to help Walworth County:

- Cope with the growing traffic demands within the County;
- Adjust the existing jurisdictional highway systems to changes in land use development along their alignment;
- Maintain an integrated county trunk highway system within the County;
- Adjust the existing jurisdictional highway system to better serve the major changes in traffic patterns taking place within the County; and
- Achieve an equitable distribution of arterial street and highway development and maintenance costs and revenues among the various levels and agencies of government concerned.

WALWORTH COUNTY JURISDICTIONAL HIGHWAY PLANNING COMMITTEE

The preparation of a new jurisdictional plan was guided by a 32-member advisory committee including Federal, State, County, and local officials. The Walworth County Jurisdictional Highway Planning Committee includes representation from each of the 28 cities, villages, and towns in the County, the County itself, as well as from the Federal and State levels.

| | |
|----------------------------|--|
| Crawford, Shane | Deputy County Administrator – Chairman Central Services, Department of Public Works, Walworth County |
| Yunker, Kenneth R. | Executive Director, Southeastern Secretary Wisconsin Regional Planning Commission |
| Abell, Joseph | Chairman, Town of Walworth |
| Brandemuehl, Tom | Superintendent, Department of Public Works, Village of Mukwonago |
| Brunner, Kevin M. | City Manager, City of Whitewater |
| Burwell, Dorothy C. | Chairperson, Town of Delavan |
| Duwe, David P. | Chairman, Town of Sugar Creek |
| Dykstra, Diana | President, Village of Sharon |
| Etten, Evelyn | President, Village of Darien |
| Fero, Ron | Chairman, Town of Whitewater |
| Goad, Barry S. | President, Village of Genoa City |
| Hoffmann, Pat | Highway Supervisor, Town of LaGrange |
| Johnson, Dewayne J. | Director, Southeast Region, Wisconsin Department Of Transportation |
| Jordan, Dennis | Administrator, City of Lake Geneva |
| Kendall, John | Chairman, Town of Troy |
| Lauderdale, Daniel L. | Chairman, Town of Geneva |
| Loesch, William R. | President, Village of East Troy |
| Logterman, Cecil R. | Chairman, Town of Darien |
| Mangold, William R. | Chairman, Town of Lyons |
| McComb, Dwight E. | Planning and Program Development Engineer, Program Development Engineer, Federal Highway Administration, U. S. Department of Transportation |
| Mehring, Jerry | Superintendent, Department of Public Works, Village Williams Bay |
| Monroe, Kenneth | Chairman, Town of Bloomfield |
| Redenius, Wayne | Chairman, Town of Richmond |
| Schiffleger, Bruno E. | Citizen, Town of Lafayette |
| Simons, Jim C. | Chairman, Town of Spring Prairie |
| Stoesser, John | Chairman, Town of East Troy |
| Tapson, Samuel E. | Administrator, City of Elkhorn |
| Van Dreser, Jim | Chairman, Walworth County Public Works Committee |
| Vander Veen, Edward | Chairman, Town of Sharon |
| Watters, Todd V. | President, Village of Walworth |
| Wendorf, Mark E. | Director, Department of Public Works, City of Delavan |
| Wolfgram, Jim | Superintendent, Highway Department, Town of Linn |
| Workman, Craig | Director, Department of Public Works, Village of Fontana-on-Lake Geneva |

WISCONSIN STATUTES GOVERNING JURISDICTIONAL TRANSFERS

The *Wisconsin Statutes* identify the requirements for the jurisdictional transfer of streets and highways in the State of Wisconsin. The jurisdictional transfer process identified in the *Wisconsin Statutes* generally requires the following:

Jurisdictional transfers between the Wisconsin Department of Transportation and a county requires the approval of both the Wisconsin Department of Transportation and the county board;

Jurisdictional transfers between the Wisconsin Department of Transportation and a city, village and/or town requires the approval of both the Wisconsin Department of Transportation and the governing body of any affected cities, villages, and/or towns; and

Jurisdictional transfers between the county and a city, village, and/or town requires the approval of the county board, the governing body of any affected cities, villages, and/or towns, and the Wisconsin Department of Transportation.

The exception where the above jurisdictional transfer process need not be followed is as follows:

- A city or village may, by resolution, remove from the county trunk highway system that portion of a county trunk highway which is situated wholly within the city or village municipal boundaries.

RECOMMENDED FUNCTIONAL IMPROVEMENTS UNDER THE YEAR 2035 WALWORTH COUNTY JURISDICTIONAL HIGHWAY SYSTEM PLAN

The preparation of an areawide plan for the physical development of the total transportation system must necessarily precede any assignment of jurisdictional responsibility. A plan for the physical improvement of the transportation system is required to identify the existing arterial street and highway system, determine its existing deficiencies, and recommend specific additions and improvements required to serve existing and forecast traffic demands. The year 2035 regional transportation system plan contains recommendations of physical, or functional, improvements to the arterial street and highway system in Walworth County. The design year 2035 regional transportation plan was considered and approved by the Walworth County Jurisdictional Highway Planning Committee as part of the preparation of the year 2035 regional transportation plan. During the preparation of the year 2035 regional transportation plan, the Walworth County Jurisdictional Highway Planning Committee and Walworth County local governments had requested that SEWRPC staff further consider during the current Walworth County jurisdictional highway system planning effort specific functional improvement recommendations made in the year 2035 regional transportation plan. [See page 4 of the newsletter for a summary of the analysis of alternatives considered for planned improvements to USH 12 between the Cities of Elkhorn and Whitewater.]

Map 1 shows the recommended functional improvements under the year 2035 Walworth County jurisdictional highway system plan, as approved by the Walworth County Jurisdictional Highway Planning Committee, and includes changes discussed and agreed upon by the Committee to the functional improvements recommended in the year 2035 regional transportation system plan in Walworth County. Of the total 485 miles of planned arterial system in Walworth County, a total of 450 miles will require only preservation, or resurfacing and reconstruction; eight miles will require improvement, or widening to provide additional traffic lanes; and 27 miles consist of new facilities.

DEVELOPMENT OF THE WALWORTH COUNTY JURISDICTIONAL HIGHWAY SYSTEM PLAN

After a functional transportation plan has been prepared, it becomes necessary, as the first step towards implementation, to specify the governmental level and unit—state, county, or local—which should have responsibility for constructing, maintaining, and operating each of the existing and proposed facilities that comprise the street and highway system. That is, the functional highway plan must be converted to a jurisdictional plan. It thus becomes necessary to develop a set of criteria which may be used as a basis for the assignment of jurisdictional responsibility for the various facilities comprising the arterial street and highway system in Walworth County.

Jurisdictional Classification Criteria

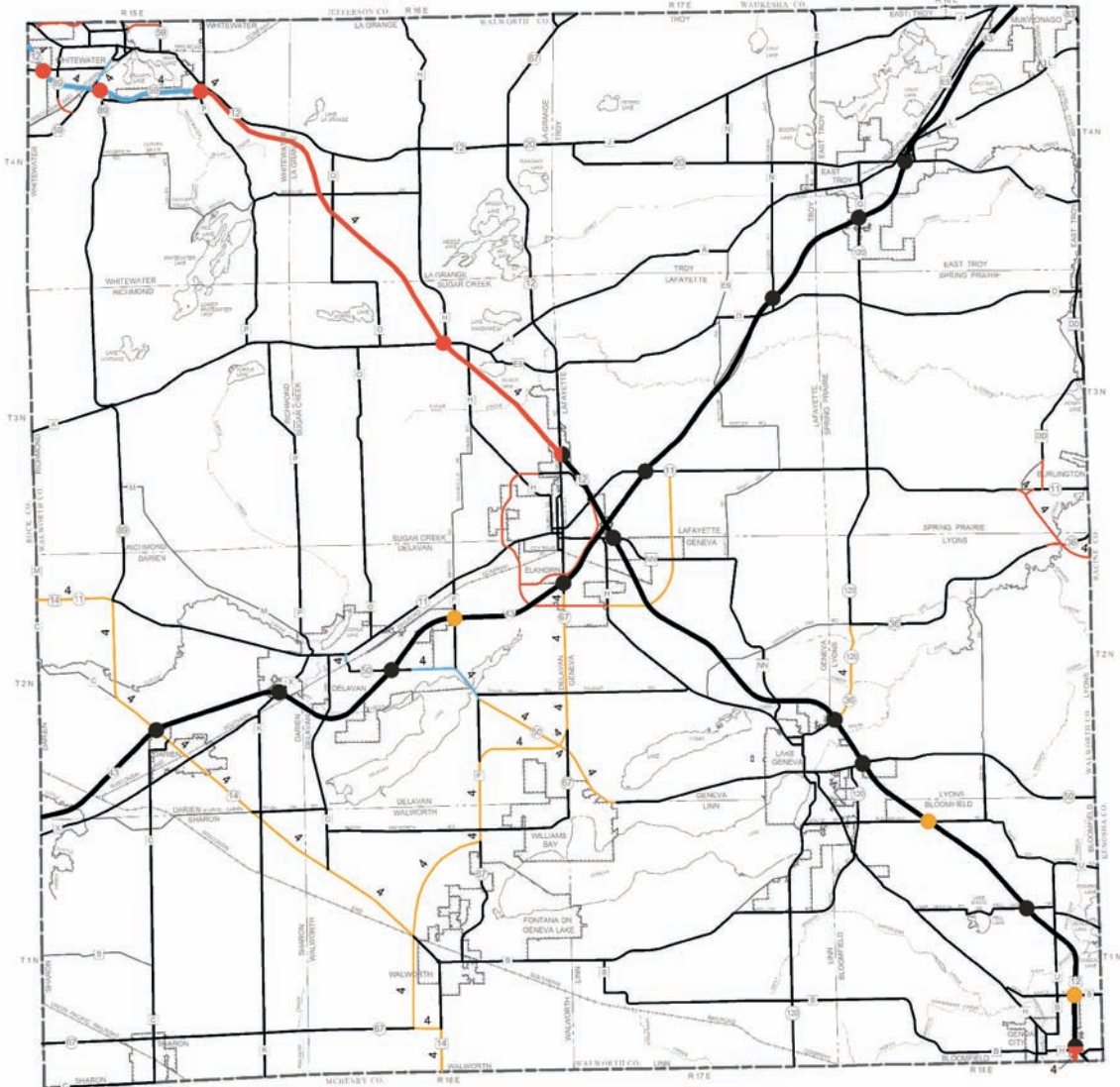
Jurisdictional classification criteria are intended to provide an objective and rational basis for the assignment of jurisdictional responsibility for various segments of the existing and proposed arterial street and highway system to the various government levels concerned.

All segments of the arterial street and highway system in Walworth County are proposed to be classified into one of three categories: state trunk; county trunk; and local trunk. The criteria to guide this classification include:

- Trips served – the average trip length on each segment of the planned arterial street and highway system.
- Land uses served – the areawide significance of land uses connected and served by the planned arterial street and highway system, and
- Operational characteristics – system continuity, facility spacing, traffic volumes, traffic mobility, and land access.

Map 1

**FUNCTIONAL IMPROVEMENTS RECOMMENDED IN THE YEAR
2035 WALWORTH COUNTY JURISDICTIONAL HIGHWAY SYSTEM PLAN**

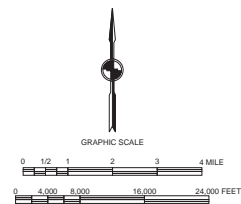


ARTERIAL STREET OR HIGHWAY

- NEW
- WIDENING AND/OR OTHER IMPROVEMENT TO PROVIDE SIGNIFICANT ADDITIONAL CAPACITY
- RESERVE RIGHT-OF-WAY TO ACCOMMODATE FUTURE IMPROVEMENT (ADDITIONAL LANES OR NEW FACILITY)
- RESURFACING OR RECONSTRUCTION TO PROVIDE ESSENTIALLY THE SAME CAPACITY
- 4** NUMBER OF LANES (2 WHERE UNNUMBERED)

FREEWAY INTERCHANGE

- NEW
- ◐ NEW HALF
- EXISTING
- RESERVE RIGHT-OF-WAY TO ACCOMMODATE FUTURE IMPROVEMENT (POTENTIAL NEW INTERCHANGE)



Source: SEWRPC.

In general, state trunk arterials should serve routes of statewide and regionwide importance within the urban or rural areas of the county. These state trunk arterials are intended to connect land uses of statewide and regionwide significance and provide the highest level of traffic mobility, that is, the highest speeds and lowest degree of land access service. These state trunk arterials should have regional or interregional system continuity. These state trunk arterials should serve the longest trips made in Walworth County, particularly trips through Walworth County and between Walworth County and other counties.

USH 12 IMPROVEMENT BETWEEN CITIES OF ELKHORN AND WHITEWATER

One of the functional improvement issues that the Commission staff and Advisory Committee analyzed and considered was the improvement and widening of the existing route of USH 12 to four traffic lanes between the Cities of Elkhorn and Whitewater as an alternative to the extension of the USH 12 freeway between the Cities of Elkhorn and Whitewater as currently recommended in the year 2035 regional transportation plan. This recommendation is not new, as this extension of the USH 12 freeway was recommended in State and regional plans in the mid-1960's, and in the original Walworth County jurisdictional highway system plan adopted in 1973. In 1967, a portion of the right-of-way for the planned extension of the USH 12 freeway was officially mapped by the Wisconsin Department of Transportation between the terminus of the USH 12 freeway in the City of Elkhorn and a point about one-half mile east of CTH O.

Reconstruction and widening to four traffic lanes of the existing route of USH 12 between the terminus of the USH 12 freeway in the City of Elkhorn and a point north of CTH A would potentially be needed in the short term as the current average weekday traffic volumes on this segment of USH 12 are approaching the design capacity of the existing two lane facility. For the remainder of USH 12 to the City of Whitewater, reconstruction and widening to four traffic lanes would potentially be needed in the long term (20 to 30 years in the future) as the forecast long term future average weekday traffic volumes are expected to approach or exceed the design capacity of the existing two lane facility.

The long-planned and officially mapped alignment of the USH 12 freeway extension is shown on Map 2. Between Kettle Moraine Drive and a point north of Bluff Creek, the long-planned alignment for USH 12 may be adjusted to avoid the particularly sensitive environmental areas within the Kettle Moraine State Forest known as the Bluff Creek Fens and Bluff Creek Woods. The planned facility could be implemented in stages, with the construction of a two traffic lane rural cross-section and acquisition of right-of-way to accommodate a divided four traffic lane freeway to be constructed at a later date.

An alternative to the extension of the long-planned USH 12 freeway is the reconstruction and widening of the existing route of USH 12 from two to four traffic lanes as a surface arterial (not as a freeway) maintaining at grade intersections between the current terminus of the USH 12 freeway and CTH P. This facility would be constructed as a four-lane divided facility. However, the roadway could be reconstructed as an undivided four traffic lane facility in some locations to avoid disturbance to existing development along USH 12. Depending on the location, speed limits on this reconstructed and widened existing USH 12 could range from 45 to 55 miles per hour.

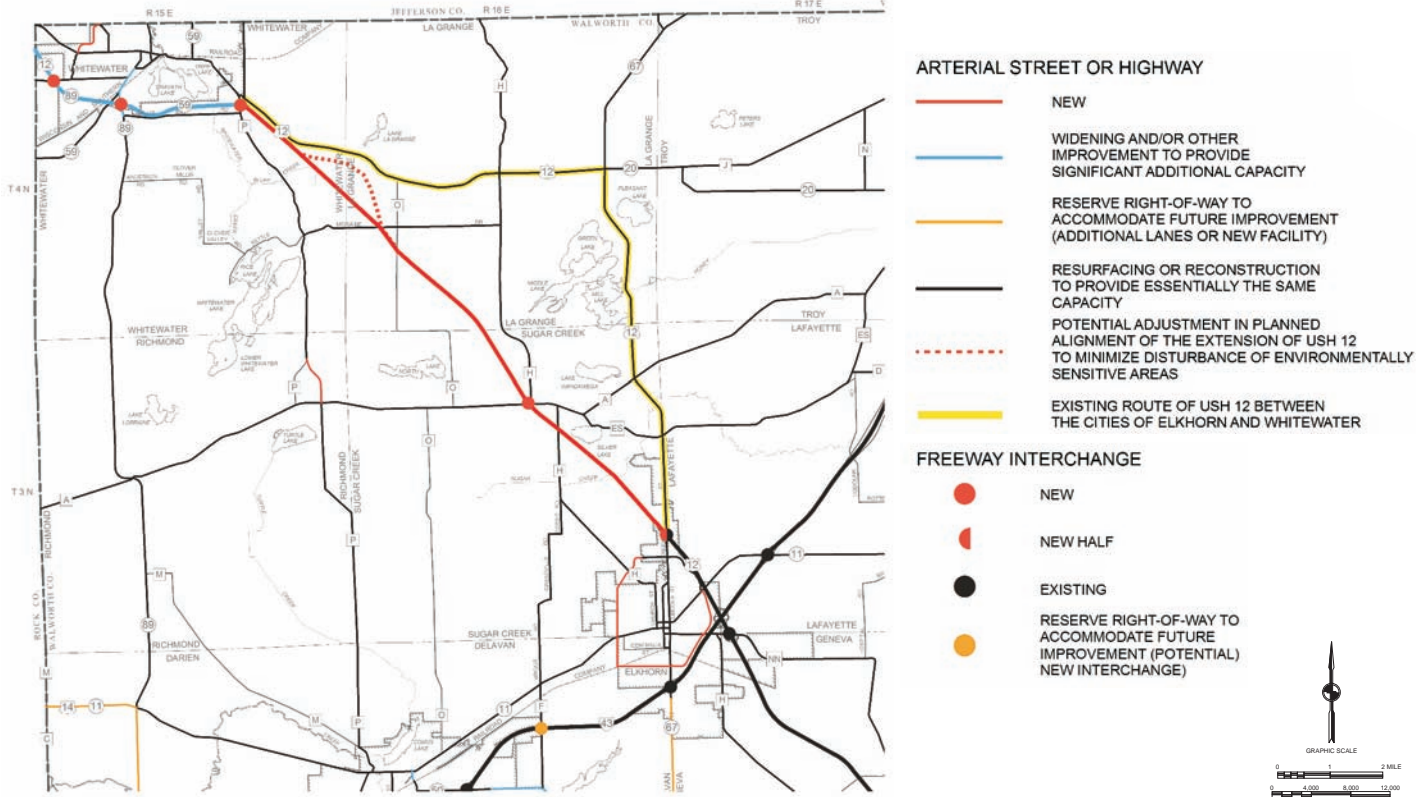
Table 1 compares the disruptions to residences and businesses, environmentally sensitive areas, and prime agricultural lands, and the estimated project costs attendant to the alternative of the long planned freeway extension with that of maintaining the existing surface arterial route of USH 12 and widening it from two to four traffic lanes. Widening existing USH 12 to four lanes has an estimated construction cost which is approximately 19 percent more than the cost of constructing the initial two lanes of the freeway extension. However, the completion to a freeway on new alignment would entail a total cost of approximately 82 percent more than that of widening on existing USH 12. The disruptions that would be attendant to widening existing USH 12 are less than that of development of a freeway on new alignment. However, it may be expected that the long-planned freeway on new alignment would be a safer, more attractive facility with higher travel speeds than a widened highway on the existing alignment. The new freeway would have a superior vertical and horizontal alignment and grade-separated interchanges, as well as full control of access. Statewide, crash rates are historically about 50 percent lower on freeways than on rural four-lane surface arterials.

In addition, the completion of USH 12 as a freeway through Walworth County and its extension through Jefferson County and into Dane County to Madison, Wisconsin, along the southerly extension to IH 90 in Illinois, has long been recognized as providing an important facility to serve travel not only within Walworth County, but within northeastern Illinois and southern Wisconsin. Improvement of USH 12 remains on long-range transportation plans of agencies responsible for developing such plans, as well as agencies responsible for plan implementation outside of the Southeastern Wisconsin Region in both Illinois and Wisconsin. Thus, it may be concluded that there is continued interest on the part of concerned planning agencies and implementing agencies in providing an improved USH 12 extending from the Chicago area to Madison, although perhaps not improved to freeway standards.

The Walworth County Jurisdictional Highway Planning Committee on a 14 to five vote recommended that the Walworth County jurisdictional highway system plan continue to recommend the long planned extension of the USH 12 freeway between the Cities of Elkhorn and Whitewater. In addition, the Committee recommended that WisDOT conduct as soon as possible the necessary preliminary engineering and environmental impact study of the USH 12 corridor between the Cities of Elkhorn and Whitewater. During preliminary engineering and environmental impact study for improvements to the USH 12 corridor, WisDOT would likely consider a number of alternative improvements, including the two alternative improvements analyzed and considered during the Walworth County jurisdictional highway system planning effort, and a do-nothing alternative.

Map 2

FUNCTIONAL IMPROVEMENTS RECOMMENDED IN THE CITIES OF ELKHORN AND WHITEWATER AREA UNDER THE YEAR 2035 REGIONAL TRANSPORTATION PLAN



Source: SEWRPC.

Table 1

COMPARISON OF USH 12 ALTERNATIVES BETWEEN THE USH 12 AND STH 67 INTERCHANGE AND CTH P

| Evaluation Measures | USH 12 Alternatives | | |
|--|--|--|---|
| | Long-Planned Freeway Extension ^a | | Existing USH 12 Surface Arterial Widened to Provide Four Traffic Lanes ^c |
| Disruptions | | | |
| Right-of-Way Acquisition | | | |
| • Residential Units..... | 40 | | 11 |
| • Businesses | 1 | | 8 |
| • Institutional Buildings | -- | | 1 |
| • Acres | 491 | | 66 |
| Primary Environmental Corridors (acres)..... | 44 | | 21 |
| Secondary Environmental Corridors (acres)..... | 5 | | >1 |
| Isolated Natural Resource Area (acres)..... | 15 | | -- |
| Wetlands (acres) | 19 | | 6 |
| Prime Agricultural Land (acres)..... | 291 | | 34 |
| Capital Costs (2008 Dollars) | Initial Two-Traffic Lane Arterial without Grade separation | Ultimate Four-Traffic Lane Freeway with Grade Separation | Four-Traffic Lane Surface Arterial |
| Construction | \$37,200,000 | \$100,000,000 | \$55,000,000 |
| Right-of-Way | \$16,700,000 | \$16,700,000 | \$9,200,000 |
| Total | \$53,900,000^b | \$116,700,000^b | \$64,200,000 |

^aThe conceptual alignment shown on Map 2 has been refined from Kettle Moraine Drive to a point north of Bluff Creek to minimize impact on certain areas within the Kettle Moraine State Forest which have been designated as natural areas of statewide or greater significance, aquatic areas of statewide or greater significance, and/or rare species habitat associated with Bluff Creek. Bluff Creek is a Class I trout stream with high-quality springs and associated calcareous fens running through a designated State Natural Area supporting threatened and endangered species.

^bDoes not include the \$23.2 million estimated to reconstruct the existing USH 12 route between the Cities of Elkhorn and Whitewater maintaining two traffic lanes.

^cThe existing route of USH 12 would be reconstructed and widened to four lanes as a surface arterial (not as a freeway) maintaining at grade intersections.

Source: SEWRPC.

Table 2

COMPARISON OF WALWORTH COUNTY STREET AND HIGHWAY MILEAGE UNDER EXISTING YEAR 2005 CONDITIONS AND UNDER THE PRELIMINARY RECOMMENDED YEAR 2035 WALWORTH COUNTY JURISDICTIONAL HIGHWAY SYSTEM

| Year | State ^a Arterial | County | | | Local | | | Total | | |
|------|--------------------------------|----------|-------------|-------|----------|--------------------|-------|----------|--------------------|-------|
| | | Arterial | Nonarterial | Total | Arterial | Nonarterial | Total | Arterial | Nonarterial | Total |
| 2005 | 213 | 168 | 25 | 193 | 78 | 1,023 | 1,101 | 459 | 1,048 | 1,507 |
| 2035 | 211 | 190 | 0 | 190 | 84 | 1,047 ^b | 1,131 | 485 | 1,047 ^b | 1,532 |

^aIncludes Interstate, United States, State Trunk and connecting highways under state jurisdiction.

^bDoes not include new nonarterial roadway constructed after existing year 2005.

Source: Wisconsin Department of Transportation and SEWRPC.

County trunk arterials should include all those routes which are intended to serve land uses of countywide importance and provide an intermediate level of traffic mobility, an intermediate level of land access service, and intercommunity system continuity. These county trunk arterials should in particular serve travel between the communities of Walworth County.

Local trunk arterials should include all those routes within the county which are intended to provide the lowest level of arterial traffic mobility, the highest degree of arterial land access service, and intracommunity system continuity. These local trunk arterials are intended to serve predominately travel within the communities of Walworth County.

Application of Jurisdictional Classification Criteria

The application of criteria for the jurisdictional classification required analysis of trip lengths to be served by each segment of the total arterial street and highway system, an inventory of existing and proposed land uses to be served by each segment of the arterial street and highway system, and the analysis of the operational characteristics, including traffic volume, of the arterial facilities. This procedure involved four major steps:

- The classification of each arterial facility in terms of trip service criteria,
- The classification of each arterial facility in terms of the land use criteria,
- The classification of each arterial facility in terms of forecast year 2035 average weekday traffic volumes, and
- The combining and refinement of these three sets of jurisdictional classification criteria and the application of the remaining operation characteristics criteria, including system continuity and facility spacing.

This resulted in a preliminary recommended year 2035 Washington County jurisdictional highway system plan which was presented to the Washington County Jurisdictional Highway Planning Committee for their review and consideration. The Committee approved the preliminary recommended year 2035 Walworth County jurisdictional highway system plan that is being presented to the public for its review and comment.

Preliminary Recommended Year 2035 Walworth County Jurisdictional Highway System Plan

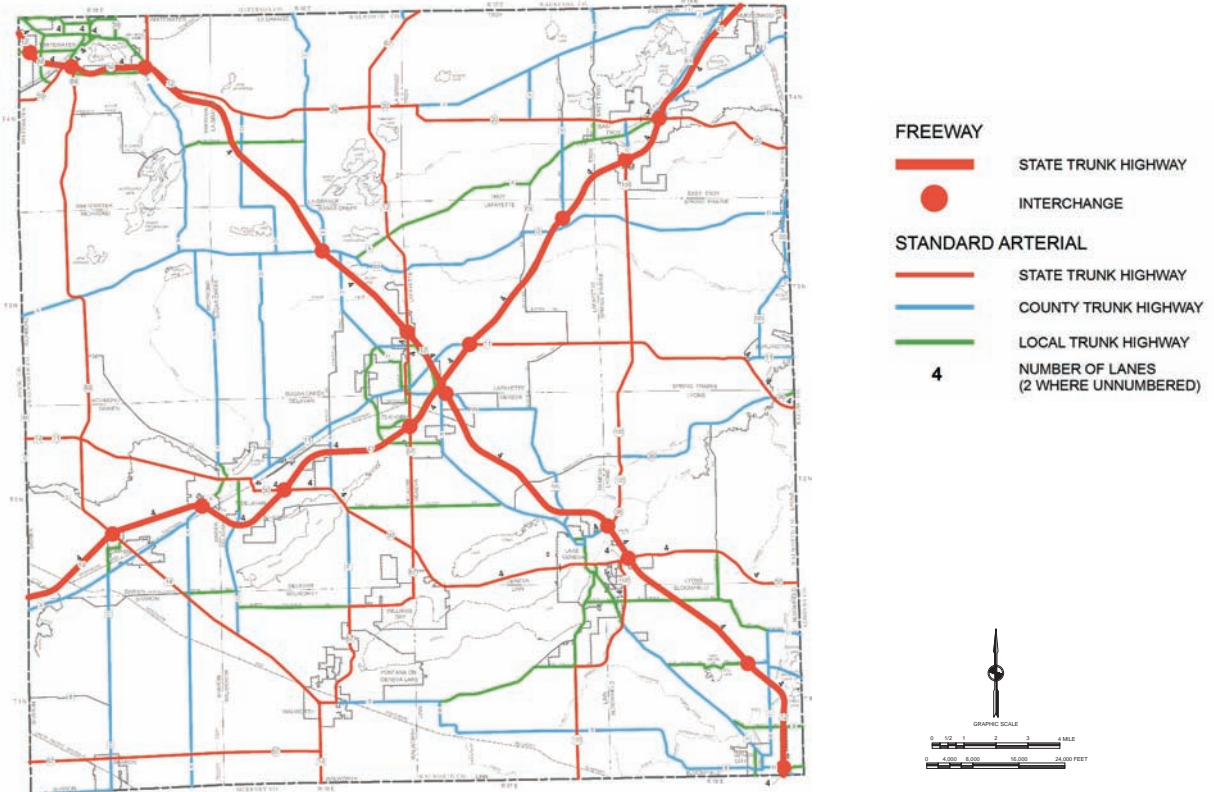
The preliminary recommended year 2035 Walworth County jurisdictional highway system plan, as approved by the Walworth County Jurisdictional Highway Planning Committee, is shown on the Map 3. Map 4 shows the changes in jurisdictional responsibility that would need to occur to implement the preliminary recommended jurisdictional highway system plan over the next 25 years. Table 2 provides a comparison of the arterial and nonarterial street and highway mileage in Walworth County under existing year 2005 conditions and under the preliminary recommended year 2035 Walworth County jurisdictional highway system plan.

NEXT STEPS

Following the public informational meeting and public comment period, SEWRPC staff will prepare a record of the public comments received and present it to the Walworth County Jurisdictional Highway Planning Committee. The Committee would then consider whether any changes should be made to the preliminary recommended year 2035 Walworth County jurisdictional highway system plan based on the comments received, and potentially approve the final recommended year 2035 Walworth County jurisdictional highway system plan, which would contain any agreed to changes to the preliminary recommended year 2035 jurisdictional highway system plan. The final recommended year 2035 Walworth County jurisdictional highway system plan would then be forwarded to the Walworth County Board of Supervisors for their consideration and adoption. The final plan would be forwarded to the Southeastern Wisconsin Regional Planning Commission for its consideration and adoption as an amendment to the year 2035 regional transportation system plan.

Map 3

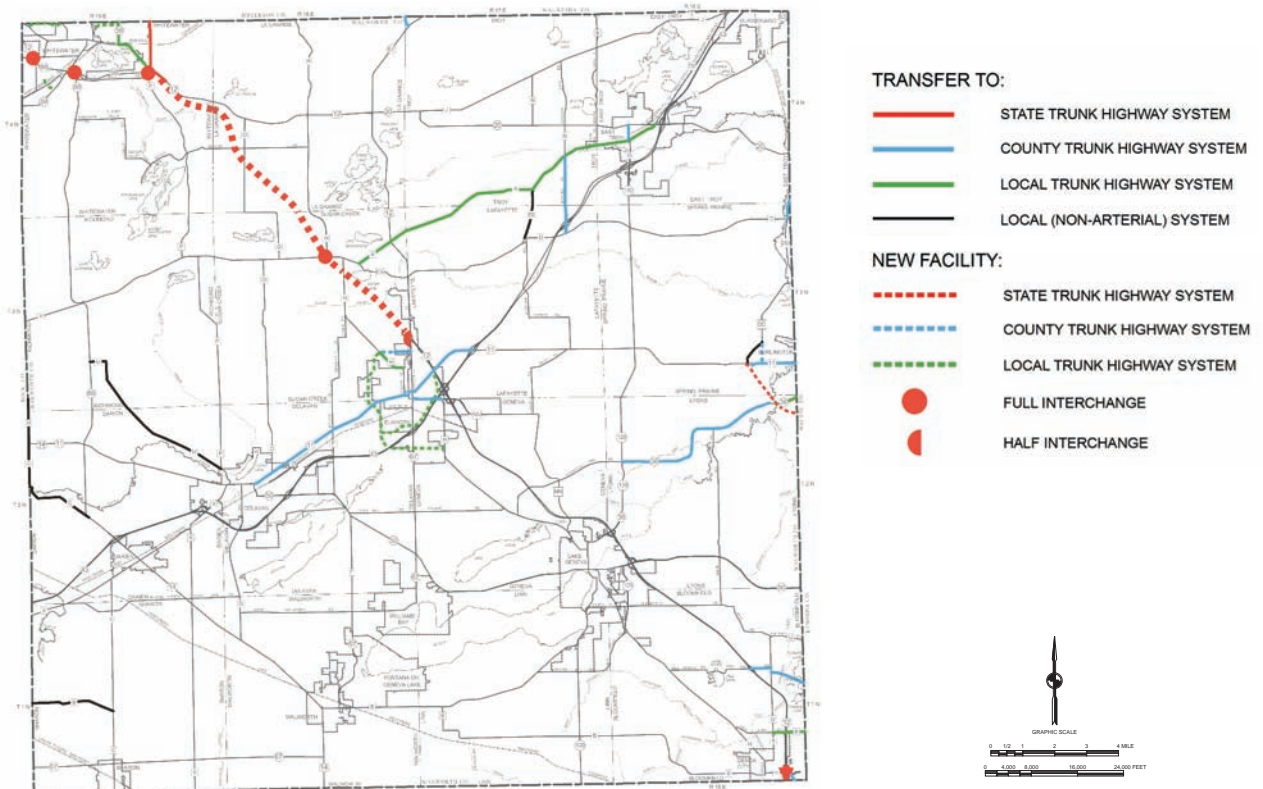
PRELIMINARY YEAR 2035 WALWORTH COUNTY JURISDICTIONAL HIGHWAY SYSTEM PLAN



Source: SEWRPC.

Map 4

CHANGES IN JURISDICTIONAL RESPONSIBILITY UNDER THE PRELIMINARY RECOMMENDED YEAR 2035 WALWORTH COUNTY JURISDICTIONAL HIGHWAY SYSTEM PLAN



Source: SEWRPC.

PUBLIC INFORMATIONAL MEETING AND HEARING

You are invited to attend an upcoming public informational meeting and hearing on the Walworth County jurisdictional highway system plan. At the meeting, you can learn more about the plan, discuss it with Southeastern Wisconsin Regional Planning Commission staff, and provide comment on the plan.

If you are unable to attend the meeting, you can visit the plan website to view the information presented, request a briefing by project staff, or comment on the project. You can submit written comments via mail, e-mail, or fax through April 17, 2010.

Thursday, March 25, 2010, 5:00-8:00 pm

Elkhorn Area High School, Auditorium
482 E. Geneva Street, Elkhorn

The public informational meeting will be conducted in an "open house" format, allowing you to attend at any time during the three-hour timeframe for the meeting. A short presentation will be made at 5:30 p.m. Attendees will have the opportunity to give oral comment during a public hearing in a "town hall" format following the presentation, or to a court reporter during the meeting, or written comments may be submitted.

The meeting location is handicapped-accessible. Persons with special needs are asked to contact the SEWRPC office at (262) 547-6721 a minimum of 48 hours before the meeting so that appropriate arrangements can be made regarding access or mobility, review or interpretation of materials, active participation, or submission of comments.

FOR MORE INFORMATION

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