

## **Minutes of the Fourth Meeting of the**

### **WALWORTH COUNTY JURISDICTIONAL HIGHWAY PLANNING COMMITTEE**

DATE: November 4, 2009

TIME: 2:00 p.m.

PLACE: Jury Assembly Room (Room 1080)  
Walworth County Judicial Center  
Walworth County Lakeland Complex  
1800 County Trunk Highway NN  
Elkhorn, Wisconsin

#### Members Present

Shane Crawford.....	Deputy County Administrator – Central Services, Chair Department of Public Works, Walworth County
Kenneth R. Yunker.....	Executive Director, SEWRPC Secretary
Dorothy C. Burwell.....	Chair, Town of Delavan
David P. Duwe.....	Chair, Town of Sugar Creek
Barbara A. Fischer.....	Clerk, Town of Lafayette (Representing Bruno Schiffleger)
Patrick Hoffmann.....	Highway Supervisor, Town of LaGrange
Daniel L. Lauderdale.....	Chair, Town of Geneva
Thomas Longtin.....	State Program Engineer, Southeast Region, (Representing Dewayne J. Johnson) Wisconsin Department of Transportation
William R. Mangold.....	Chair, Town of Lyons
Kenneth Monroe.....	Chair, Town of Bloomfield
Charles G. Nass.....	Superintendent of Streets/Forestry, Department of (Representing Kevin M. Brunner) Public Works, City of Whitewater
Nancy Russell.....	Chair, Walworth County Board of Supervisors (Representing Jim Van Dreser)
Bill Shimer.....	Public Works Supervisor, Town of Darien (Representing Cecil R. Logterman)
Jim C. Simons.....	Chair, Town of Spring Prairie
Terry Weter.....	Director, Department of Public Works, City of Elkhorn (Representing Samuel E. Tapson)
Mark E. Wendorf.....	Director, Department of Public Works, City of Delevan
Robert Wenzel.....	Trustee, Village of Darien (Representing Evelyn Etten)

#### Guests and Staff Present

Sylvia Baker.....	Citizen
Anthony Balestrieri.....	Citizen
Rick Callaway.....	Citizen
Debra D'Amico.....	Executive Secretary, SEWRPC
David DeGrave.....	Citizen
Greg Epping.....	Superintendent, Public Works, Village of Darien
Ryan W. Hoel.....	Principal Engineer, SEWRPC
Marvin Lois, Jr. ....	Street Superintendent, Town of Lafayette

Keith Millard..... Supervisor, Town of Geneva  
Larry Price..... Superintendent, Walworth County  
Department of Public Works  
Marsha M. Sahag .....Citizen  
Donald D. Sukala ..... Supervisor, Town of LaGrange  
Peter Van Kampen .....Citizen

## **ROLL CALL AND INTRODUCTIONS**

Chairman Crawford called the meeting of the Walworth County Jurisdictional Highway Planning Committee to order at 1:59 p.m. He noted that attendance was taken by circulating sign-in sheets for signature and a quorum was declared present. He then asked the Committee members and staff present to introduce themselves.

## **APPROVAL OF THE AUGUST 13, 2009, MINUTES**

Chairman Crawford indicated that the next item on the agenda was the consideration and approval of the minutes for the previous Committee meeting held on August 13, 2009. The minutes were approved as written on a motion by Mr. Shimer, seconded by Mr. Weter, and carried unanimously by the Committee.

## **REVIEW OF PRELIMINARY DRAFT OF CHAPTER III, “JURISDICTIONAL CLASSIFICATION CRITERIA” OF SEWRPC PLANNING REPORT NO. 15, 2ND EDITION, “A JURISDICTIONAL HIGHWAY SYSTEM PLAN FOR WALWORTH COUNTY”**

Chairman Crawford asked Mr. Yunker to review with the Committee the preliminary draft of Chapter III, “Jurisdictional Classification Criteria” of SEWRPC Planning Report No. 15, 2nd Edition, *A Jurisdictional Highway System Plan for Walworth County*. Mr. Yunker noted that this preliminary draft chapter describes the jurisdictional classification criteria that was used to recommend jurisdictional responsibility for each segment of the planned arterial street and highway system in Walworth County to the various levels of government—state, county, and local.

There being no further discussion regarding the SEWRPC Staff Memorandum, Mr. Monroe moved to approve the preliminary draft of Chapter III, “Jurisdictional Classification Criteria” of SEWRPC Planning Report No. 15, 2nd Edition, *A Jurisdictional Highway System Plan for Walworth County*. Mr. Mangold seconded the motion, and the motion passed unanimously.

## **REVIEW OF PRELIMINARY DRAFT OF CHAPTER IV, “APPLICATION OF JURISDICTIONAL CLASSIFICATION CRITERIA TO DEVELOP JURISDICTIONAL SYSTEMS” OF SEWRPC PLANNING REPORT NO. 15, 2ND EDITION, “A JURISDICTIONAL HIGHWAY SYSTEM PLAN FOR WALWORTH COUNTY”**

Mr. Yunker reviewed with the Committee the preliminary draft of Chapter IV, “Application of Jurisdictional Classification Criteria to Develop Jurisdictional Systems” of SEWRPC Planning Report No. 15, 2nd Edition, *A Jurisdictional Highway System Plan for Walworth County*. Mr. Yunker noted that this chapter shows how Chapter III criteria were specifically applied to each of the segments of the planned arterial street and highway system in Walworth County. Mr. Yunker noted that following further review of the preliminary recommended year 2035 Walworth County jurisdictional highway system plan, the Commission staff recommends that the route of Lake Geneva Highway, Clover Road, Lakeshore Drive, Orchid Drive and Pell Lake Drive between CTH H and USH 12 remain under local jurisdiction. He noted that while these segments of roadway serve an existing USH 12 interchange, the discontinuous route and residential nature of these roadway segments would make it unlikely that they would be transferred to the County. The following questions and comments were made following Mr. Yunker’s review of the preliminary draft chapter.

1. Mr. Wenzel asked whether the potential rerouting of USH 14 in the Darien and Richmond area would affect the preliminary recommended year 2035 Walworth County jurisdictional highway system plan. Chairman Crawford responded that meetings have taken place regarding this issue, and alternatives to reroute USH 14 have been discussed. He stated that it would be premature to include the potential rerouting of USH 14 in the jurisdictional plan during this planning effort. Mr. Wenzel stated that he had previously requested that Commission staff consider extending STH 89 over CTH C to reduce the heavy traffic through the Village of Darien, and potentially avoid improving the intersection of USH 14 and CTH X. Mr. Wenzel noted that the Wisconsin Department of Transportation is currently considering constructing a roundabout at the intersections of USH 14 and CTH X, which would potentially impact adjacent businesses and parkland. Mr. Shimer noted that between 75 and 100 trucks use Foundry Road on a daily basis.
2. Ms. Fisher noted that the Town of Lafayette would be gaining jurisdictional responsibility for more miles of arterial streets under the preliminary recommended year 2035 Walworth County jurisdictional highway system plan, and expressed concern that Town would not be able to maintain these additional segments of roadway. She further noted that the traffic volume on CTH ES between CTH A and CTH D would likely remain should this section of CTH ES be transferred to the Town. Mr. Yunker stated that CTH ES between CTH A and CTH D was recommended to be transferred to the Town of LaFayette as a non-arterial facility because of the proposed transfer of Bowers Road to the County between IH 43 and CTH ES, approximately one mile east of CTH ES. He added that CTH A between STH 20 and CTH ES was recommended to be transferred to a local arterial based on it meeting the jurisdictional criteria for a local trunk highway under the three jurisdictional criteria—trip service, land use served, and operational characteristics. Chairman Crawford noted that the new Walworth County jurisdictional highway system plan would be advisory, and that the County and Town would have to agree to any jurisdictional transfers before they would occur.
3. Ms. Burwell noted that the Wisconsin Department of Transportation is planning to widen STH 50 between IH 43 and STH 67 to four traffic lanes while the preliminary recommended Walworth County jurisdictional highway system plan recommends the provision of four traffic lanes between IH 43 and CTH F, and asked whether the Commission staff had been coordinating with the Wisconsin Department of Transportation on this project. Mr. Yunker responded that the Commission staff works closely with the Department staff in the preparation of the regional transportation plan and County jurisdictional highway system plan. He further responded that Commission staff would contact Department staff to inquire as to their plans for improvement to STH 50 between IH 43 and STH 67.

[Secretary's Note:

Following the meeting, the Wisconsin Department of Transportation requested that Commission staff consider the widening of STH 50 to four traffic lanes between CTH F (south) and STH 67, citing proposed developments located adjacent to STH 50 between IH 43 and CTH F (south). In addition, during the public comment period for the preliminary recommended year 2035 Walworth County jurisdictional highway system plan, Commission staff received a letter and petitions from the Town of Delavan requesting that the widening of STH 50 between CTH F (north) and CTH F (south) be reconsidered, and that alternative routes to divert traffic from STH 50 and potentially eliminate the need to widen this segment of STH 50 be considered. Attachment A to these minutes contains text proposed to be added to Chapter II under the heading, "Potential Functional Improvements to be Addressed during the Walworth County Jurisdictional Highway System Plan Review and Update," which includes the Commission staff's review of the potential

need to widen STH 50 to four traffic lanes between CTH F (south) and STH 67 in the Delavan area, and potential alternative routes for STH 50 to eliminate the need to widen STH 50 between CTH F (north) and CTH F (south). ]

4. Ms. Fischer inquired whether the Walworth County Board of Supervisors had an opportunity to review the proposed changes to the Walworth County jurisdictional highway system plan. Chairman Crawford responded that the Walworth County jurisdictional highway system plan would be forwarded to the Walworth County Board of Supervisors following the plan being approved by the Committee.

There being no further discussion regarding the SEWRPC Staff Memorandum, Ms. Russell moved to approve the preliminary draft of Chapter IV, "Application of Jurisdictional Classification Criteria" of SEWRPC Planning Report No. 15, 2nd Edition, *A Jurisdictional Highway System Plan for Walworth County*, including the staff recommendation to change the planned jurisdictional responsibility for the route of Lake Geneva Highway, Clover Road, Lakeshore Drive, Orchid Drive and Pell Lake Road between CTH H and USH 12 from county to local. Mr. Hoffmann seconded the motion, and the motion passed by a vote of 15 ayes and 1 nay, with Ms. Fischer voting against the motion.

#### **DETERMINATION OF NEXT MEETING DATE AND LOCATION**

Chairman Crawford then requested that Mr. Yunker describe the next steps in the jurisdictional highway planning process. Mr. Yunker stated that the next steps in the jurisdictional planning process would be to have a public meeting where the public would have an opportunity to comment on the Committee approved preliminary recommended year 2035 Walworth County jurisdictional highway system plan. Exhibits would be prepared and displayed at the meeting for public viewing, and Commission staff would be present to answer questions. Mr. Yunker indicated that the public meeting could be held in a "town hall" format where oral comment on the preliminary recommended plan would be given in front of an audience. Mr. Yunker stated that another option would be for oral comment to be given privately to a court reporter. Chairman Crawford suggested that the public meeting be held in both formats. He further suggested that the meeting be three hours in length with the first half hour dedicated to an open house, the second half hour dedicated to a presentation by Commission staff, and the remaining time be dedicated to allow public comment in the town hall format. Mr. Yunker noted that a court reporter would also be present at the public meeting for those who would prefer to give their comment in private. In response to inquiries by Ms. Russell and Ms. Burwell, Mr. Yunker stated that written comments would be accepted at the meeting and during a public comment period prior to and following the meeting.

Mr. Yunker stated that following the public meeting, Commission staff would prepare a record of public comment, and present it to the Committee for its review and consideration of any changes to the preliminary recommended year 2035 Walworth County jurisdictional highway system plan.

#### **ADJOURNMENT**

There being no further business to come before the Committee, the meeting was adjourned at 2:57 p.m. on a motion by Mr. Monroe, seconded by Mr. Mangold, and carried unanimously by the Committee.

Respectfully submitted,

Kenneth R. Yunker  
Secretary

## **Attachment A**

*[The following text is proposed to be added to Chapter II, “Existing and Planned Walworth County Arterial Street and Highway System,” under the heading, Potential Functional Improvements to be addressed during the Walworth County Jurisdictional Highway System Plan Review and Update, which begins at the bottom of page 5 in the draft chapter.]*

### ***Consider the Need to Widen STH 50 to Four Traffic Lanes Between CTH F (South) and STH 67***

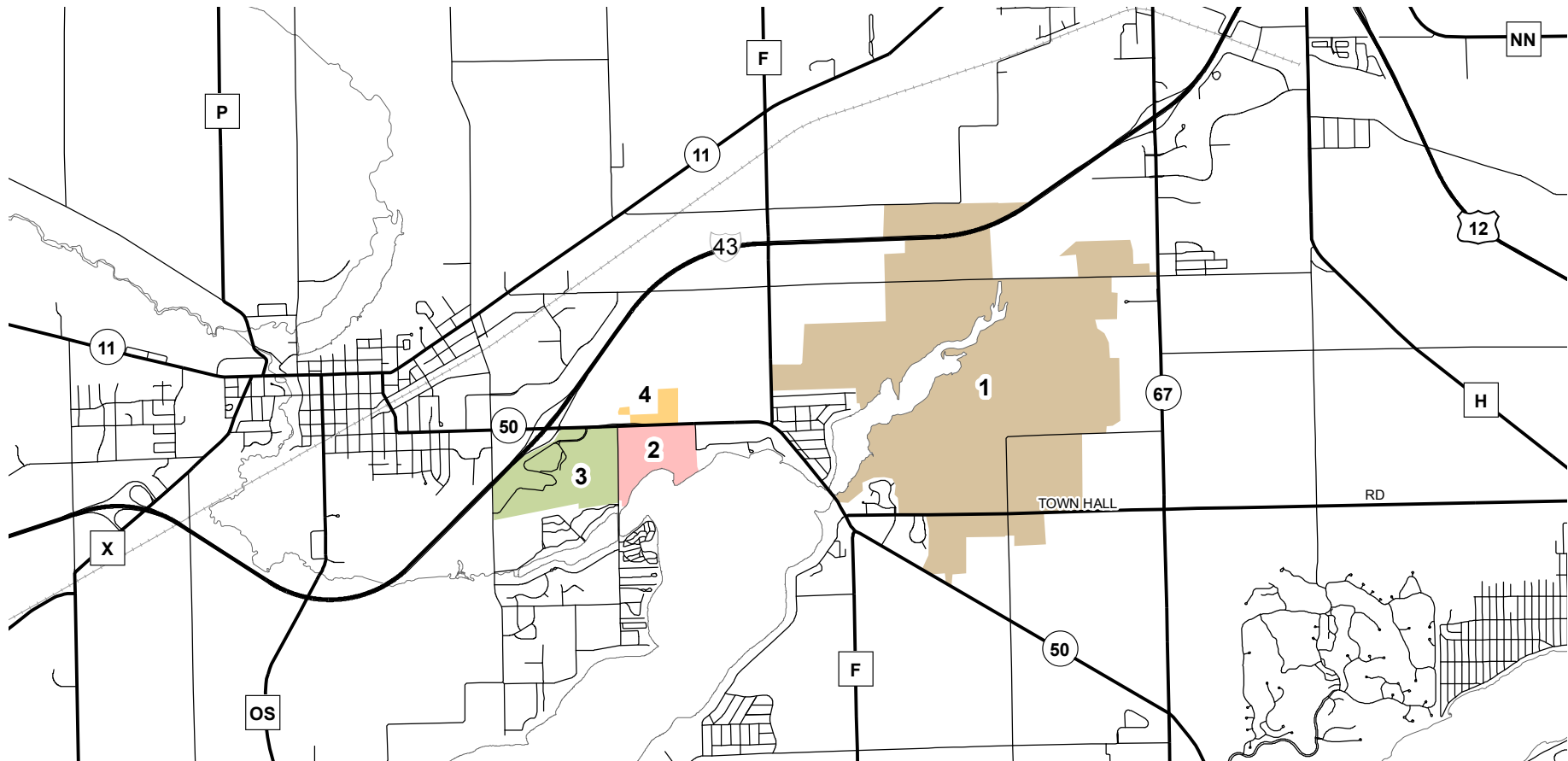
The Wisconsin Department of Transportation (WisDOT) asked that the need to widen STH 50 to four traffic lanes between CTH F (south) and STH 67 be considered, citing four proposed developments—Jackson Creek (Sho-Deen) development (Area 1), expansion of the Lake Lawn Resort (Area 2), retail development at the former Geneva Lakes Greyhound Track site (Area 3), and the additional retail development in the outlots at the Lowe’s development site (Area 4)—located adjacent to STH 50 between IH 43 and CTH F (south) in the Delavan area (see Map A-1) that if developed may require the provision of four traffic lanes on STH 50 between CTH F (south) and STH 67.

The year 2035 regional transportation plan identifies this segment of STH 50 between CTH F (south) and STH 67 as carrying probable future year 2035 average weekday traffic volumes which may be expected to approach the design capacity of a two traffic lane arterial of 14,000 vehicles per average weekday, and therefore recommends consideration for the preservation of right-of-way along this stretch of STH 50 to accommodate potential future improvement of this stretch of STH 50 to carry four traffic lanes beyond the year 2035. The forecast year 2035 traffic volumes are derived from projected travel based on the year 2035 regional land use plan.

The proposed retail development at the former Geneva Lakes Greyhound Track site, the proposed expansion of the Lake Lawn Resort, and the proposed additional retail development in outlots at the Lowe’s site would be consistent with planned development in the Delavan future sanitary sewer service area (See Map A-2). The proposed Jackson Creek development as originally proposed has been dropped by its developer. This development would have been located in an area currently planned for rural development, except for an area of planned urban development located adjacent to STH 50 and Town Line Road between about CTH F (south) and Theatre Road, and an area of planned urban development

# Map A - 1

## KNOWN PLANNED DEVELOPMENTS LOCATED ADJACENT TO STH 50 BETWEEN IH 43 AND STH 67



— ARTERIAL STREET OR HIGHWAY

### KNOWN PLANNED DEVELOPMENTS

- 1 JACKSON CREEK DEVELOPMENT  
(DROPPED BY THE DEVELOPER)
- 2 EXPANSION OF LAKE LAWN RESORT
- 3 RETAIL DEVELOPMENT AT FORMER  
GENEVA LAKES GREYHOUND TRACK SITE
- 4 RETAIL DEVELOPMENT IN OUTLOTS  
AT LOWE'S DEVELOPMENT SITE



GRAPHIC SCALE

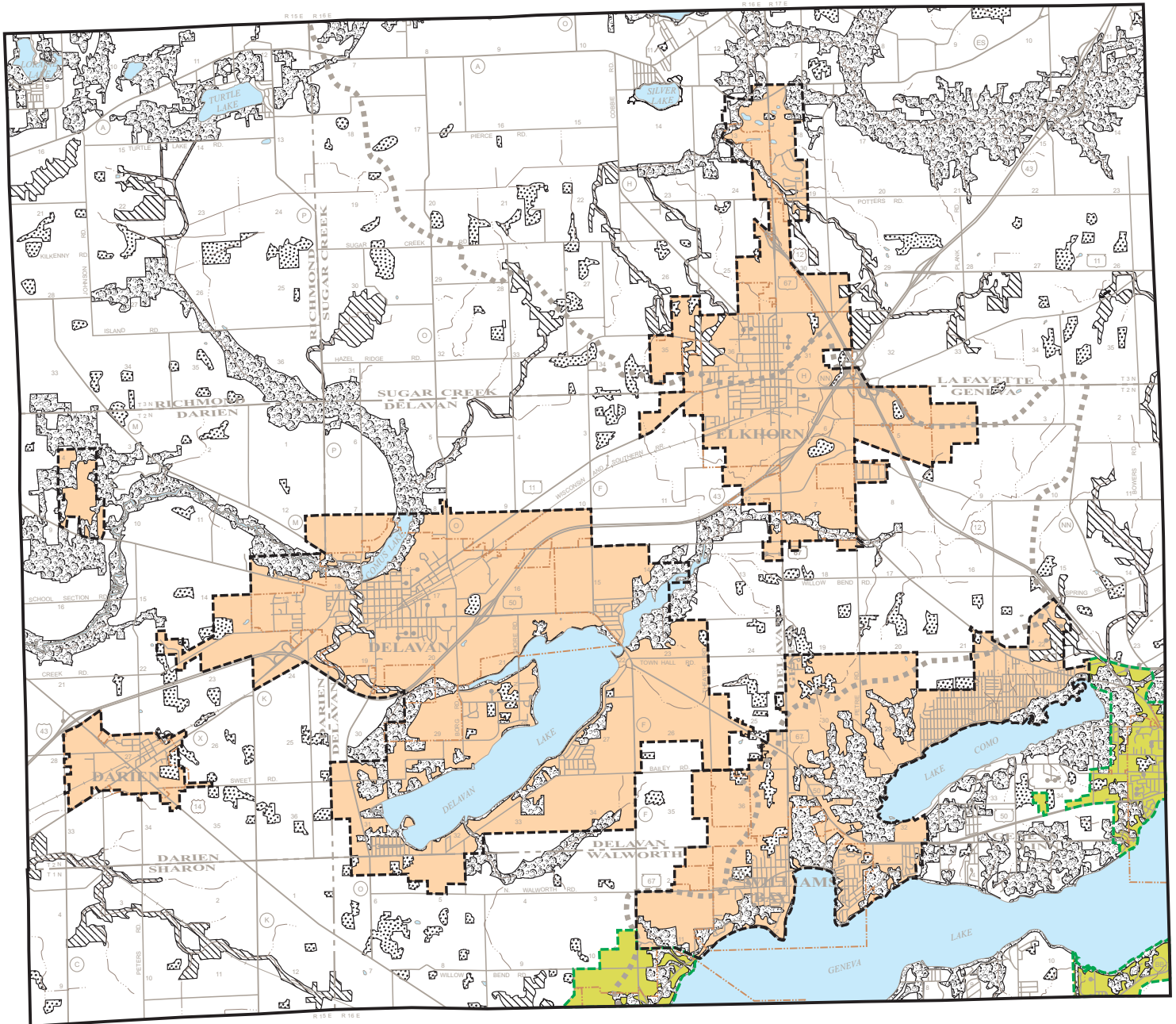


RWH/jb  
07/21/10  
I:\Tran\Work\JHSP\WALJHSP\Maps\STH 50 Development - Delevan Lake Area

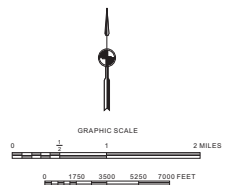
Source: Wisconsin Department of Transportation and SEWRPC

Map A-2

**WALWORTH COUNTY METROPOLITAN SEWERAGE DISTRICT  
SANITARY SEWER SERVICE AREA PLAN (DELAVAN/DELAVAN LAKE SEWER SERVICE AREA)**



- PLANNED SANITARY SEWER SERVICE AREA
- PLANNED SANITARY SEWER SERVICE AREA BOUNDARY
- OTHER PLANNED SANITARY SEWER SERVICE AREAS NOT TRIBUTARY TO THE WALWORTH COUNTY METROPOLITAN SEWERAGE DISTRICT
- CIVIL DIVISION BOUNDARY
- PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR
- ISOLATED NATURAL RESOURCE AREAS



Source: SEWRPC.

located east of CTH F (north) between about Valencia Drive and Mound Road. While the area of the Jackson Creek development as originally proposed was added to the Delavan Lake Sanitary District, much of it remains outside the adopted sanitary sewer service area. During the preparation of the year 2035 Walworth County comprehensive plan, the Town of Delavan made the decision that the year 2035 Town of Delavan land use plan recommend that the area of the previously proposed Jackson Creek Development located outside of the adopted sanitary sewer service area be designated for agricultural uses, excepting an area located south of Mound Road and west of Delavan Lake recommended as a development holding area. Thus, should the Jackson Creek development, or a similar development, move forward, it is expected that the portions of the proposed development located outside of the adopted sanitary sewer service area would not occur until beyond the year 2035. Therefore, the forecast year 2035 traffic volumes based on the year 2035 regional land use plan adequately accounts for the proposed developments identified by WisDOT.

As shown on Map A-3, the current year 2006 traffic volume on STH 50 between CTH F (south) and STH 67 ranges from 7,000 to 8,000 vehicles per average weekday. The forecast year 2035 average weekday traffic volumes for this segment of STH 50 is approximately 12,000 vehicles per average weekday. Thus, traffic volumes may be expected to approach, but not exceed, the design capacity of this stretch of STH 50 by the design year of the plan—2035.

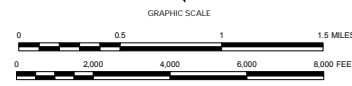
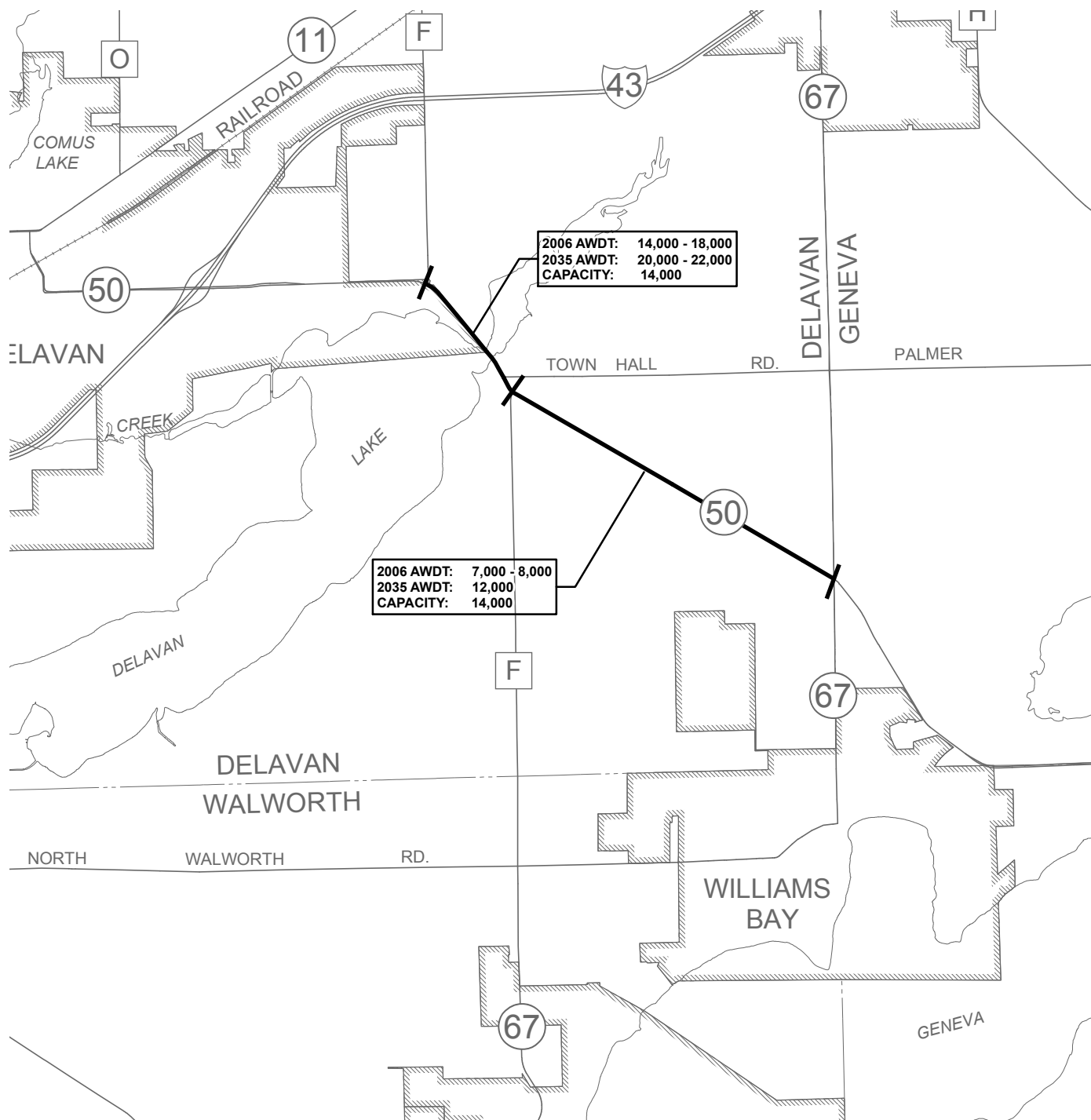
Therefore, it is recommended that the plan continue to recommend the reservation of right-of-way along STH 50 between CTH F (south) and STH 67 to accommodate possible future improvement of the facility beyond the design year of the plan. This recommendation will be revisited as the Commission monitors traffic counts taken by WisDOT on a three year cycle, and as the Commission reviews, updates, and amends the regional transportation plan every four years.

***Reconsider the Planned Widening of STH 50  
between CTH F (north) and CTH F (south)***

The year 2035 regional transportation system plan and the preliminary recommended year 2035 Walworth County jurisdictional highway system plan recommends the provision of four traffic lanes on STH 50 between IH 43 and CTH F (south), based on the current year 2006 or the forecast year 2035 average weekday traffic volumes exceeding the design capacity of the existing two traffic lane facility. The forecast year 2035 traffic volumes are derived from projected travel based on the year 2035 regional land use plan.



**COMPARISON OF EXISTING YEAR 2006 AND FORECAST YEAR 2035 AVERAGE WEEKDAY TRAFFIC VOLUMES TO EXISTING ROADWAY DESIGN CAPACITY ON STH 50 BETWEEN CTH F (NORTH) AND STH 67**



STH 50 between CTH F (north) and CTH F (south) is generally a two traffic lane roadway approximately 24 feet wide with an auxiliary lane and curb and gutter on the north side of STH 50, and a paved shoulder on the south side of STH 50. The current total paved width is about 33 to 40 feet. On the bridge over Delavan Lake, STH 50 is approximately 52 feet in width with two traffic lanes and two auxiliary lanes. The overall right-of-way width on this segment of STH 50 ranges from 66 to 85 feet. As shown on Map A-3, the current year 2006 traffic volumes on this stretch of STH 50 ranged from 14,000 to 18,000 vehicles per average weekday, exceeding the 14,000 vehicles per average weekday design capacity of a two traffic lane arterial. Forecast year 2035 average weekday traffic volumes on this stretch of STH 50 ranges from 20,000 to 22,000 vehicles per average weekday, also exceeding the 14,000 vehicles per average weekday design capacity of a two traffic lane arterial.

Four traffic lanes could readily be provided within the existing right-of-way on STH 50 between CTH F (north) and CTH F (south). The right-of-way required for a four traffic lane undivided arterial (with no parking or auxiliary lanes) is typically a minimum of 66 feet with a desirable width of 80 feet. The 66-foot right-of-way would permit a 48-foot pavement width with nine feet on each side of the roadway for terrace. The 80-foot right-of-way would permit a 52-foot pavement width with 14-feet of terrace. In addition, the needed four traffic lanes could also be provided on the bridge crossing Delavan Lake, which currently has a 52-foot pavement width.

However, the Town of Delavan asked that alternative routes be considered to divert traffic from STH 50 to potentially eliminate the need for four traffic lanes on STH 50 between CTH F (north ) and CTH F (south). However, the potential effectiveness of diverting traffic from STH 50 between IH 43 and CTH F (south) is limited. The traffic on the segment of STH 50 between IH 43 and CTH F (south) is predominately traffic travelling between the City of Delavan and the Lake Geneva area, and between the City of Delavan and the Walworth/Fontana area. In particular, travel is predominately to and from the downtown Delavan area and the commercial development east of IH 43. Thus, a bypass could relieve STH 50 by serving traffic which has one trip end in the City of Delavan area and the other trip end outside of the Delavan area. Such a bypass must be located relatively close to the downtown Delavan area and the commercial development east of IH 43 to have the potential to attract any significant traffic. Given the size and location of Delavan Lake, the travel indirection attendant to a bypass south of Delavan Lake makes such a route likely infeasible.

Another alternative route for STH 50 considered was the use of Mound Road located north of STH 50 as a northern bypass route of STH 50. However, it would not be expected to divert enough traffic from those

vehicles travelling to the City of Delavan area from the Walworth/Fontana on Geneva Lake area to eliminate the need for the provision of four traffic lanes on STH for between IH 43 and CTH F (south). Construction of an interchange on IH 43 at CTH F was also considered, but dismissed, as a part of this alternative to potentially divert traffic from STH 50 to Mound Road. However, it is expected that the construction of the interchange would actually add traffic to, rather than divert traffic from, the segment of STH 50 between CTH F (north) and CTH F (south) as vehicles with a trip end in the Walworth/Fontana area wanting to travel east on IH 43 may find it preferable to use the interchange at CTH F to access IH 43 rather than at STH 67.

Therefore, it is recommended that the Walworth County jurisdictional highway system plan continue to recommend the widening of STH 50 between CTH F (north) and CTH F (south) from two to four traffic lanes. Currently, the Wisconsin Department of Transportation is conducting preliminary engineering and environmental study for the reconstruction of STH 50 between IH 43 and STH 67. The Department is considering a number of alternatives, including reconstruction at current capacity, and reconstruction with additional lanes. In addition, the Department considered, but dismissed, two alternatives to widening STH 50 that were suggested during the Department's public informational meetings held for the project—the construction of an interchange on IH 43 at CTH F to relieve traffic on STH 50, and the use of STH 67 as an alternative route to STH 50—based on these two alternatives not being expected to divert enough traffic from STH 50 to eliminate the need for the provision of four traffic lanes on STH 50. At the conclusion of preliminary engineering and environmental study a determination would be made as to how this segment of STH 50 would be reconstructed.