### Minutes of the

### WAUKESHA COUNTY JURISDICTIONAL HIGHWAY PLANNING COMMITTEE

- DATE: February 4, 2015
- TIME: 9:30 a.m.
- PLACE: Southeastern Wisconsin Regional Planning Commission W239 N1812 Rockwood Drive Waukesha, WI

Members Present	
Allison Bussler	Director of Public Works, Waukesha County
Chair	
Kenneth R. Yunker	Executive Director, SEWRPC
Secretary	
	Director of Public Works, City of Waukesha
-	
(Representing Brett Wallace)	Wisconsin Department of Transportation
	City Planner, City of Pewaukee
	Highway Engineering Division Manager, Waukesha County
Jeffery A. Flaws	President, Village of Wales
	Superintendent of Public Works, Town of Genesee
(Representing Sharon L. Leair)	
	Supervisor, Town of Ottawa
	Administrator, Village of Pewaukee
	Village Engineer, Village of Big Bend
	Building and Zoning Administrator, Town of Brookfield
(Representing Keith Henderson)	
	President, Village of Lannon
	President, Village of Dousman
	President, Village of Elm Grove Director of Public Works/City Engineer, City of Muskego
1	
(Representing Robert C. Hultquist)	

### Guests and Staff Present

Michael G. Hahn	Deputy Director, SEWRPC
Ryan W. Hoel	Principal Engineer, SEWRPC
	Senior Engineer, SEWRPC
Tom Longtin	
	Wisconsin Department of Transportation
Tim McElmeel	Urban and Regional Planner, Southeast Region,
	Wisconsin Department of Transportation
John J. Meyer	
David White	Director of Public Works/Village Engineer, Village of Pewaukee

### **ROLL CALL AND INTRODUCTIONS**

Chair Bussler called the meeting of the Waukesha County Jurisdictional Highway Planning Committee to order at 9:30 a.m. Attendance was taken by circulating a sign-in sheet for signature, and a quorum was declared present. Chair Bussler then asked the Committee members, guests, and staff present to introduce themselves.

### REVIEW AND DISCUSSION OF THE WAUKESHA COUNTY JURISDICTIONAL HIGHWAY SYSTEM PLAN AND YEAR 2035 REGIONAL TRANSPORTATION PLAN

Chair Bussler asked Mr. Yunker to present the SEWRPC staff memorandum entitled "Background on the Waukesha County Jurisdictional Highway System Plan and 2035 Regional Transportation Plan". Mr. Yunker noted that the Commission staff is currently preparing a major review and update of the regional land use and transportation plans for Southeastern Wisconsin. This effort, called VISION 2050, is expected to be completed in mid-2016. He noted that upon its completion, VISION 2050 will replace the current year 2035 plans, extending the design year of the plans to 2050. He added that the development of VISION 2050 is being guided by the Commission's Advisory Committees on Regional Transportation System Planning and Regional Land Use Planning, which includes representatives from each of the seven counties within the Region and State and Federal transportation and natural resources agencies. He stated that the purpose of this meeting is to get input on the VISION 2050 planning effort by members of this Committee, which includes representation from all of the cities, villages, and towns in Waukesha County and the County itself.

[Secretary's Note: The SEWRPC staff memorandum entitled, "Background on the Waukesha County Jurisdictional Highway System Plan and 2035 Regional Transportation Plan", is included with these minutes as Attachment A.]

Mr. Yunker then reviewed with the Committee the current functional recommendations—widened arterials and new roadways—and the jurisdictional recommendations—State, county, and local—in the year 2035 Waukesha County jurisdictional highway system plan. Mr. Yunker stated that the Commission staff would like to hear from Committee members their comments and suggestions regarding the recommended arterial street and highway functional improvements—widenings of existing arterial roadways and construction of new arterial roadways—in the current Waukesha County jurisdictional highway system plan, as well as their suggestions for arterial street and highway functional improvements be considered by Commission staff during the development of VISION 2050. He added that Commission staff would also like to hear from Committee members their comments and suggestions regarding the jurisdictional responsibility recommendations of the year 2035 Waukesha County jurisdictional highway system plan. He noted that, if the Committee desires to do so, proposed jurisdictional changes could be considered by the Committee following the completion of VISION 2050.

Mr. Yunker then reviewed with the Committee the recommendations of the current year 2035 regional transportation plan with respect to transit, bicycle and pedestrian facilities, transportation system management (TSM), travel demand management (TDM), and arterial streets and highways. He stated that Commission staff would like to hear from Committee members their comments on the five elements of the year 2035 regional transportation plan.

The following comments and questions were raised during and following Mr. Yunker's review of the staff memorandum:

- 1. Committee members identified the following functional changes for evaluation as part of VISION 2050:
  - a. Mr. Flaws suggested that the planned reservation of right-of-way along Summit Avenue (USH 18) to accommodate four traffic lanes between STH 83 and CTH TT be reconsidered. He noted that a WisDOT is currently conducting a corridor preservation study for this segment of roadway.
  - b. Mr. Evans requested the consideration of widening S. Moorland Road (CTH O) from four to six traffic lanes between W. Beloit Road (CTH I) and W. Grange Avenue.
  - c. Mr. Palmer expressed doubt that the planned extension of 124th Street between W. Watertown Plank Road and W. Greenfield Avenue (STH 59) would be constructed. He noted that it would be expensive to implement given the potential relocation of highvoltage power transmission lines, construction of a bridge over Canadian Pacific Railway (CP) rail line, and the excessive change in elevation between the end of 124<sup>th</sup> Street and the area just north of Bluemound Road (USH 18). Mr. Yunker noted that the planned extension of 124th Street has long been recommended in the regional transportation plan, and that the four municipalities along the planned extension—the Village of Elm Grove, the City of Wauwatosa, the City of Brookfield, and the City of West Allis-have had varying levels of support for the extension of 124th Street over that time. He indicated that the City of West Allis has recently expressed interest in implementing the planned extension of 124th Street as a means to alleviate existing and future traffic congestion along 108th Street (STH 100). Mr. Palmer stated that a majority of residents in the Village of Elm Grove would likely oppose the extension of 124th Street. Mr. Yunker indicated that the Commission staff will reexamine the need for the planned extension of 124th Street as part of VISION 2050. Mr. Palmer suggested that the Commission staff could examine extending 124th Street north only to W. Bluemound Road (USH 18) as an alternative to extending the road north to W. Watertown Plank Road. Mr. Yunker stated that during the February 3, 2015 meeting of the Milwaukee County Jurisdictional Highway Planning Committee, a representative from the City of Wauwatosa asked if the Commission staff preferred to receive individual comments from each municipality along the planned extension of 124th Street, or if the Commission staff preferred that the municipalities collectively develop comments. Mr. Yunker noted that the municipalities are welcome to provide either individual comments or collectively develop comments.
  - d. Mr. Abadi requested the consideration of the widening of Northview Road from two to four traffic lanes between Meadowbrook Road (CTH TT) and N. Grandview Boulevard (CTH T).
    - [Secretary's Note: Following the meeting, City of Oconomowoc staff requested that the Commission staff consider adding to the Waukesha County arterial street and highway system a north-south arterial serving the western portion of the City of Oconomowoc area between CTH B and Wisconsin Avenue, as an alternative to the planned Oconomowoc Parkway extension. Specifically, it was requested that Morgan Road, Allen Road, Reddelien Road, and Capitol Drive and its extension be considered for addition to the planned Waukesha County arterial street and highway system.]
- Mr. Evans asked why the Waukesha County jurisdictional highway system plan (as shown on Map 2 on the memorandum) shows the provision of six traffic lanes along S. Moorland Road (CTH O) between W. Greenfield Avenue (STH 59) and W. Cleveland Avenue (CTH D), while

the recommended functional improvements for the Waukesha County arterial street and highway system (shown on Map 1 of the memorandum) does not include a planned widening of this segment of S. Moreland Road (CTH O) from four to six traffic lanes. Mr. Yunker responded that that the provision of six traffic lanes along this segment of S. Moreland Road (CTH O) could be provided by converting the existing auxiliary lanes into traffic lanes.

- 3. Mr. Bellin asked if the Commission makes recommendations regarding the construction of roundabouts. Mr. Yunker replied that intersection treatments, such as a roundabout or traffic signal installation, would not be an appropriate level of detail for a regional transportation plan, and thus are not addressed in the plan.
- 4. Mr. Lake inquired about the status of the planned extension of Springdale Road (CTH SR) between Weyer Road and Capitol Drive (STH 190), noting that at one time there was local opposition to the planned extension. Chair Bussler replied that the five-year capital project listing of the 2015 annual Waukesha County budget, adopted by the County Board, included preliminary engineering in 2019 for the planned extension of Springdale Road (CTH SR) between Weyer Road and Capital Drive (STH 190). Mr. Clinkenbeard stated that previous regional transportation plans recommended the planned extension of N. Barker Road between Lisbon Road (CTH K) and Capitol Drive (STH 190), instead of the extension of Springdale Road (CTH SR). He added that the extension of Springdale Road (CTH SR) was recommended in the year 2035 regional transportation plan rather than the planned extension of N. Barker Road, as it would be expected to have less impact on wetlands and primary environmental corridors. Mr. Yunker noted that the Waukesha County Board of Supervisors had acted to remove the extension of N. Barker Road from the Waukesha County jurisdictional highway system plan. Mr. Clinkenbeard stated that the City of Pewaukee and the Town of Brookfield both support the planned extension of Springdale Road (CTH SR), and they are attempting to get support from Waukesha County and the two adjoining municipalities-the Town of Lisbon and the Village of Menomonee Falls. Mr. Clinkenbeard indicated that Canadian National Railway (CN) would like to close the railroad crossing at Weyer Road, which would reduce connectivity for the neighborhoods located east of the railroad and south of Lisbon Road (CTH K). Mr. Clinkenbeard stated that the planned extension of Springdale Road (CTH SR) would provide connectivity to these neighborhoods if the Weyer Road railroad crossing is closed. Mr. Nagler stated he supports the planned extension of Springdale Road (CTH SR), and he noted that significant traffic backups can occur when trains block the Wever Road railroad crossing. Chair Bussler stated she understands the purpose for extending Springdale Road (CTH SR), but she indicated that funding the project will be an issue. Mr. Yunker stated that the extension of Springdale Road (CTH SR) is an important project when Waukesha County's traffic patterns are considered, and that the next step in implementing the project is to conduct the preliminary engineering and environmental impact study for the extension. Mr. Lake noted that the extension of Springdale Road (CTH SR) was proposed even before CN expressed interest in closing the Weyer Road railroad crossing.
- 5. Committee members identified the following potential changes to the jurisdictional recommendations in the Waukesha County jurisdictional highway system plan:
  - a. Mr. Abadi requested that the Waukesha County jurisdictional highway system plan reflect WisDOT's planned rerouting of USH 18 in the City of Waukesha.
    - [Secretary's Note: Following the meeting, Mr. Longtin informed Commission staff that USH 18 in the City of Waukesha will be rerouted in November 2015. The new USH 18 route will begin at the intersection of Summit Avenue (USH 18) and CTH TT and follow the alignments of the proposed West Waukesha Bypass

and the Les Paul Parkway (STH 59/STH 164) to the intersection of the Les Paul Parkway (STH 164) and E. Moreland Boulevard (USH 18). Jurisdiction of the current USH 18 route through the City of Waukesha will be transferred to the City of Waukesha.]

b. Mr. Evans indicated that Waukesha County will provide Commission staff a list of comments following the meeting regarding the planned jurisdictional highway system plan for Waukesha County.

[Secretary's Note: A table showing Waukesha County's comments on the Waukesha County jurisdictional highway system plan is included in these minutes as Attachment B.]

- c. Mr. Yunker stated that Mr. David Dubey, Chairperson of the Town of Mukwonago, had communicated to the Commission staff that the Town of Mukwonago is concerned about the planned jurisdictional transfer of River Road (CTH I) between STH 83 and Lawnsdale Road (CTH I) and CTH EE between CTH I and CTH NN to the local non-arterial system. Mr. Dubey also indicated that Sugden Road between STH 83 and CTH E may warrant being added to the arterial street and highway system.
- d. Mr. Simpson stated that Moorland Road/Durham Drive between Janesville Road (CTH L) and OO should remain under local jurisdiction rather than be transferred to County jurisdiction.
- e. Mr. Goodchild stated that the Town of Ottawa is concerned about the many county highway segments in the Town of Ottawa proposed to be transferred to the local non-arterial system. He stated that many of these roads are used by heavy trucks, and noted that the Wisconsin Department of Natural Resources has been purchasing a significant amount of land in the Town of Ottawa.
- 6. Mr. Nagler suggested that it would be beneficial to clarify that Map 2 of this memorandum depicts the planned—not the existing—jurisdiction of the arterial street and highway system, and that Map 3 of the memorandum depicts those segments of the arterial street and highway system that would require a change in jurisdiction under the recommended jurisdictional highway system plan. Mr. Yunker stated that the Commission staff will clarify what is depicted on the these two maps for future versions presented to the Committee.

### DISCUSSION OF ISOLATED INTERSECTIONS AND ROADWAY CORRIDORS HAVING TRAFFIC FLOW ISSUES

Chair Bussler asked Mr. Yunker to lead a discussion of isolated intersections and roadway corridors in Waukesha County having traffic flow issues. Mr. Yunker stated that to assist in the development of the transportation systems management element of VISION 2050, the Commission staff would ask that Committee members identify any isolated intersections or roadway corridors that have traffic flow issues that could potentially be improved through traffic engineering measures, such as the provision of turn lanes, traffic control devices, or traffic signal coordination.

Committee members identified the following intersections that could potentially be improved through traffic engineering measures:

- 1. Mr. Nissen stated that the intersection of E. Ottawa Avenue (CTH Z) and Summit Avenue (STH 67) has traffic flow issues, noting it can be difficult for school-related traffic on E. Ottawa Avenue (CTH Z) to turn onto Summit Avenue (STH 67).
  - [Secretary's Note: Following the meeting, Mr. Longtin indicated to Commission staff that Summit Avenue (STH 67) is tentatively scheduled to be resurfaced between Sunset Drive (USH 18) and E. Waukesha Road (STH 59) in 2021, and that the intersection of E. Ottawa Avenue (CTH Z) and Summit Avenue (STH 67) would be reviewed for improvement at that time.]
- 2. Mr. Goodchild indicated that the close proximity of the entrance to the Town of Ottawa's Town Hall to the intersection of Summit Avenue (STH 67) and CTH D results in traffic flow issues. He suggested that when Summit Avenue (STH 67) is reconstructed, installation of a roundabout at the intersection of Summit Avenue (STH 67) and CTH D may provide traffic flow benefits. Mr. Yunker suggested that the Town of Ottawa communicate its concerns to WisDOT and Waukesha County.

[Secretary's Note: Following the meeting, Mr. Longtin indicated to Commission staff that Summit Avenue (STH 67) is tentatively scheduled to be resurfaced between Sunset Drive (USH 18) and E. Waukesha Road (STH 59) in 2021, and that improvement of the intersection of STH 67 and CTH D could be considered at that time.]

- 3. Mr. Evans noted that the following intersections have traffic flow issues: S. Moorland Road (CTH O) and W. Cleveland Avenue (CTH D); S. Moorland Road (CTH O) and W. National Avenue (CTH ES); S. Moorland Road (CTH O) and W. Beloit Avenue (CTH I); S. Moorland Road (CTH O) and W. Grange Avenue; Pilgrim Road (CTH YY) and Silver Spring Drive (CTH VV), due in part to expansion of Kohl's corporate campus; and Pilgrim Road (CTH YY) and W. Good Hope Road (CTH W).
- 4. Mr. Clinkenbeard stated that the intersection of Lynndale Road (CTH JK) and Ryan Road (CTH KF) has traffic flow issues, noting that traffic backs up at this intersection on a daily basis. Mr. Evans stated that funding has been approved for installation of traffic signals at this intersection.
- 5. Mr. Clinkenbeard identified additional intersections having traffic flow issues in Waukesha County: Pewaukee Road (STH 164) and Capitol Drive (STH 190); Redford Boulevard (CTH F) and IH 94; and Redford Boulevard (CTH F) and Watertown Road (CTH M).
  - [Secretary's Note: Following the meeting, Mr. Longtin indicated to Commission staff that WisDOT is conducting a corridor preservation study of Capitol Drive (STH 190) between STH 16 and Brookfield Road and will be considering improvements to the intersection of Pewaukee Road (STH 164) and Capitol Drive (STH 190). Mr. Longtin also noted that some improvements to the intersection of Redford Boulevard (CTH F) and IH 94 were made in 2014, and that additional improvements to the intersection will be made as part of a future IH 94 reconstruction project, which has not yet been programmed.]

- 6. Mr. Evans noted that the intersection of Watertown Road (CTH M) and North Avenue (CTH M) has traffic flow issues. Mr. Clinkenbeard stated that a roundabout had been proposed for this intersection, but there was local opposition to the proposal.
- 7. Mr. Nagler stated that traffic flow at the intersection of Plain View Road and Town Line Road (CTH V) would benefit from adding a passing lane along Town Line Road (CTH V).
- 8. Mr. Yunker noted that traffic flow at the intersection of Waukesha Avenue (STH 74) and Silver Spring Drive (CTH VV) can be an issue due in part to CN's rail line crossing Silver Spring Drive (CTH VV) just east of the intersection. Mr. Evans indicated that WisDOT recently conducted a study that evaluated traffic flow through this intersection.
- 9. Mr. Clinkenbeard stated that CN train traffic impacts traffic flow at both the intersection of Lisbon Road (CTH K) and Duplainville Road and the intersection of Lisbon Road (CTH K) and Redford Boulevard (STH 74). He indicated that many motorists using Lisbon Road (CTH K) who are delayed by CN train traffic are traveling to IH 94 via Redford Boulevard (STH 74). He stated that the extension of Springdale Road (CTH SR) between Weyer Road and Capitol Drive (STH 190) would provide an alternate route for these travelers.

Mr. Clinkenbeard noted that construction of a new IH 94 interchange at Calhoun Road would provide traffic flow benefits to Bluemound Road (USH 18) area.

Mr. Nagler noted that the new roundabout at the intersection of W. Good Hope Road and N. Town Line Road (CTH V) has improved traffic flow through the intersection.

## OVERVIEW AND DISCUSSION OF VISION 2050—A MAJOR REEVALUATION OF SOUTHEASTERN WISCONSIN'S REGIONAL LAND USE AND TRANSPORTATION SYSTEM PLAN

Chair Bussler asked Mr. Yunker to provide an overview of VISION 2050. Mr. Yunker reviewed the process for developing VISION 2050. He noted that between September 2013 and February 2014 the Commission staff conducted initial visioning activities and public outreach aimed at framing how the Region's land and transportation system should be developed. The result of this planning stage was an initial vision for the Region, including the development of Guiding Statements.

Mr. Yunker described how the initial visioning activities led to a sketch-level scenario planning stage, conducted between March 2014 and September 2014, involving the development and evaluation of conceptual scenarios describing possible future changes in the Region's land use and transportation system. Mr. Yunker indicated that the results of VISION 2050's sketch-level scenario planning stage led to the current stage of VISION 2050, the development of more detailed regional land use and transportation alternatives and evaluation criteria. Mr. Yunker indicated that the Commission staff is seeking input on the alternatives from each local unit of government in the Region.

Mr. Yunker said that Commission staff will consider public input on the alternatives in developing a preliminary draft regional land use and transportation, and he noted that that Commission staff anticipate completing the final regional land use and transportation plan in mid-2016.

The following questions and comments were raised by the Committee following Mr. Yunker's presentation of the overview of VISION 2050.

- 1. Chair Bussler expressed concern that some of the VISION 2050 sketch-level scenarios envisioned future land use development focused in areas served by public transit. Mr. Yunker noted that VISION 2050 development is being guided by the Commission's Advisory Committee on Regional Land Use Planning and Advisory Committee on Regional Transportation System Planning, which include representatives from a number of local governments in the Region as well as from State and Federal agencies. Mr. Yunker indicated that the Advisory Committee members expressed a wide range of opinions during the development of the five VISION 2050 sketch-level scenarios, and he emphasized that the purpose of the sketch-level scenarios was to compare and contrast a range of possible futures for land use and transportation system development in the Region. Mr. Yunker noted that approximately 80-85 percent of developed land included in the year 2050 scenarios is already developed today. The difference between the scenarios is how the remaining 15 to 20 percent of new development or redevelopment may be distributed throughout the Region. Mr. Yunker indicated that the Commission staff are taking into consideration comments received from the Advisory Committees and the public regarding the sketch-level scenarios and their evaluation as they develop the more detailed VISION 2050 alternative land use and transportation plans.
- 2. Mr. Yunker stated that the VISION 2050 alternative land use and transportation plans that will be developed as part of the next step of the planning process will allow for the comparison of impacts resulting from maintaining the capacity of the arterial street and highway system as it exists today as well as from adding capacity to the system in the future. Mr. Yunker noted that constructing additional traffic lanes during a roadway reconstruction project typically adds about 10 to 15 percent to the project cost.
- 3. Mr. Clinkenbeard suggested that the Commission staff include in VISION 2050 a discussion of the development of the Region's freeway system, summarizing why only about half of the original recommended freeway system has been built, and describing the impacts resulting from the decisions to not fully build the freeway system.

[Secretary's Note: Commission staff will include a discussion of the development of the Region's freeway system to the report documenting VISION 2050.]

- 4. Mr. Clinkenbeard suggested that the Commission staff include in VISION 2050 a discussion about how local decisions can have regional impacts—for example, a decision to not widen a portion of IH 94 could have a regional impact.
  - [Secretary's Note: Commission staff will include a discussion of the potential regional impacts for not implementing elements of the regional transportation plan to the report documenting VISION 2050.]
- 5. Chair Bussler recommended that the Commission staff include a discussion of return on investment when comparing and contrasting the alternative land use and transportation plans.

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[Secretary's Note: One of the criteria used to evaluate the detailed alternative regional land use and transportation plans developed for VISION 2050 specifically concerned return on investment.]
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6. Mr. Clinkenbeard noted that with respect to future development of the Region's transportation system, recommendations sometimes are made to compare the Region's transportation system with those in other metropolitan regions across the country such as Chicago and New York. He stated that it is important to remember that the Region has its own unique attributes that should

guide transportation system development. Mr. Yunker stated that comparing the Region with other metropolitan areas can be useful, noting that during the development of the regional freeway system reconstruction plan for Southeastern Wisconsin, completed in 2003, the Commission found the level of freeway widening recommended in the plan—approximately 127 miles, or 47 percent, of the total 269 miles—was comparable with the level of freeway expansion in other metropolitan areas.

### NEXT MEETING

Mr. Yunker stated that the next meeting date will be determined following the development and evaluation of VISION 2050 alternative regional land use and transportation plans.

### ADJOURNMENT

There being no further business to come before the Committee, on a motion by Mr. Evans, seconded by Mr. Palmer, and carried unanimously, the meeting was adjourned at 11:30 a.m.

Respectfully submitted,

Kenneth R. Yunker Secretary

KRY/RWH/ESJ 00224298.DOC (PDF: 229302) 12/04/2015

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### Southeastern Wisconsin Regional Planning Commission

### **Staff Memorandum**

### BACKGROUND ON THE WAUKESHA COUNTY JURISDICTIONAL HIGHWAY SYSTEM PLAN AND YEAR 2035 REGIONAL TRANSPORTATION PLAN

The Commission staff has long worked with the seven counties in Southeastern Wisconsin and the Wisconsin Department of Transportation (WisDOT) to prepare county jurisdictional highway system plans. These plans serve to further refine the arterial street and highway element of the long-range regional transportation system plan. The regional plan's highway element contains *functional improvement recommendations* concerning the general location, type, capacity, and service levels of arterial streets and highways. Specifically, the functional improvement recommendations involve the identification of existing arterials planned to be reconstructed to provide additional traffic lanes and of the conceptual location of planned new arterial facilities. Once those functional recommendations have been identified, a jurisdictional highway plan is prepared with *jurisdictional responsibility recommendations* as to which level of government—state, county, or local—should logically be responsible for each of the various facilities comprising the arterial street and highway system.

The Waukesha County jurisdictional highway system plan serves as a further refinement of the Waukesha County arterial street and highway element of the long-range regional transportation plan, as it proposes adjustment of the recommended jurisdictional system to changes in land use and development patterns, and assures the maintenance of an integrated network of state and county trunk highways as urban development continues within Waukesha County.

The current year 2035 Waukesha County jurisdictional highway system plan is reflected in the year 2035 regional transportation plan<sup>1</sup>, adopted by the Commission in 2006 and subsequently reviewed and updated in 2010 and 2014. The functional and jurisdictional recommendations of the year 2035 regional transportation plan will be reviewed and updated as part of VISION 2050—the year 2050 regional land use and transportation system plan—with input from the Waukesha County Jurisdictional Highway Planning Committee. Following the adoption of VISION 2050, the Commission staff will work with this Committee to conduct a more extensive review and reevaluation of the jurisdictional recommendations. This will involve the review and redefinition of the functional criteria used for jurisdictional classification of arterial streets and highways, and the application of those criteria to the highway system. This effort could result in changes to the VISION 2050 jurisdictional recommendations. Upon completion, public review, and subsequent adoption of the jurisdictional highway plan by the Commission, VISION 2050 would then be amended to reflect the jurisdictional highway plan recommendations.

<sup>&</sup>lt;sup>1</sup> The development and recommendations of the year 2035 regional transportation plan are documented in SEWRPC Planning Report No. 49, "A Regional Transportation System Plan for Southeastern Wisconsin: 2035".

### **Current Functional Improvement Recommendations for Waukesha County**

The current functional improvements recommended within Waukesha County under the year 2035 regional transportation plan are displayed in Map 1. The adopted year 2035 regional transportation plan totals 787.3 arterial street and highway route-miles in Waukesha County. Approximately 85 percent, or 672.0 of these route-miles, are recommended as system preservation projects. Facilities recommended for system preservation should require no significant expansion of traffic carrying capacity (i.e. no provision of additional through traffic lanes). Approximately 106.0 route-miles, or 14 percent, are recommended as system improvement projects. Facilities recommended for system improvement would need to be reconstructed and widened to provide additional traffic lanes. Approximately 9.3 route-miles, or about 1 percent, are recommended system expansion projects, or new arterial facilities. Facilities shown in orange on Map 1 represent those facilities where it is recommended that right-of-way be reserved to accommodate a potential future improvement to provide additional traffic carrying capacity. Based upon Commission staff analyses, these are facilities where future traffic volumes may be expected to approach, but not exceed, their design capacity by the year 2035.

### Current Jurisdictional Responsibility Recommendations for Waukesha County

Map 2 displays the current Waukesha County jurisdictional highway system plan, which reflects the above functional improvement recommendations. The jurisdictional highway plan currently includes year 2035 jurisdictional responsibility recommendations, which were extended from the year 2020 Waukesha County jurisdictional highway system plan as part of the preparation of the year 2035 regional transportation plan. Map 3 displays the changes in planned jurisdictional responsibility attendant to the year 2035 jurisdictional responsibility recommendations.

### Year 2035 Regional Transportation Plan Recommendations

The current year 2035 functional improvement and jurisdictional responsibility recommendations for the Waukesha County arterial street and highway system were developed as part of the preparation of the year 2035 regional transportation plan includes five plan elements: public transit, bicycle and pedestrian, travel demand management (TDM), transportation systems management (TSM), and arterial streets and highways. The regional transportation plan was designed to serve the planned development pattern of the year 2035 regional land use plan. The process for developing the year 2035 regional transportation plan began with consideration and development of the TDM, TSM, bicycle and pedestrian, and public transit elements of the plan. The process concluded with consideration of arterial street and highway improvement and expansion projects to address the residual highway traffic volumes and attendant traffic congestion expected in the design year of the plan.

The year 2035 regional transportation plan was reviewed and updated in 2010 and 2014. As part of these updates, the Commission reviewed the plan implementation of all the elements of the plan, the plan forecasts, system performance, and plan costs and available revenues. Potential amendments to the plan were also considered as part of the plan updates. The five plan elements, as updated in 2014, are summarized below.

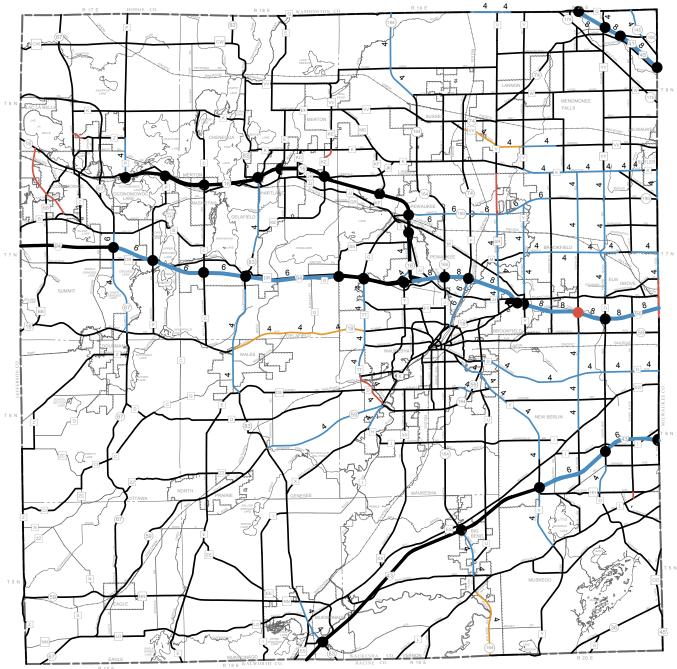
### Public Transit

Public transit is considered a vital element of the regional transportation plan, providing an alternative mode of travel in heavily travelled corridors within and between the Region's urban areas and in the Region's densely developed urban communities and activity centers. The plan recommends a near doubling of transit services by the year 2035, with implementation dependent upon the State's continued commitment to funding transit facilities and services, and upon attaining dedicated local funding for public transit. A regional transit authority, if created, could also greatly aid in implementation. The public transit element of the regional transportation plan is graphically summarized on Map 4 and includes the following aspects:

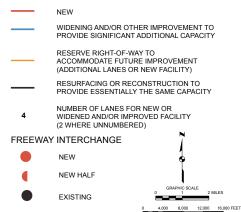
• <u>Rapid Transit</u>: recommended rapid transit services would principally consist of buses operating over freeways that connect the Milwaukee central business district, the urbanized areas of the Region, and the urban centers and outlying counties of the Region. Under the plan, rapid transit services would operate in both directions during all periods of the day and evening, thereby providing both traditional and reverse commuting services. The frequency of service provided would be every 10 to 30 minutes in weekday peak travel periods, and every 30 to 60 minutes in weekday off-peak periods and on weekends. Commuter

### Map 1

### FUNCTIONAL IMPROVEMENTS TO THE ARTERIAL STREET AND HIGHWAY SYSTEM IN WAUKESHA COUNTY: 2035 VISION REGIONAL TRANSPORTATION PLAN



### ARTERIAL STREET OR HIGHWAY



### THE FOLLOWING NOTES SUPPLEMENT THE RECOMMENDATIONS PORTRAYED ON THIS MAP:

1. Each proposed arterial street and highway improvement, expansion, or preservation project would need to undergo preliminary engineering and environmental studies by the responsible State, county, or municipal government prior to implementation. The preliminary engineering and environmental studies will consider alternatives and impacts, and final decisions as to whether and how a plan and project will proceed to implementation will be made by the responsible State, county, or municipal government (State for state highways, County for county highways, and municipal for municipal arterial streets) at the conclusion of preliminary engineering.

2. The 114 miles of freeway widening proposed in the plan, and in particular the 18 miles of widening in the City of Milwaukee (IH 94 between the 200 and Marquette interchanges and IH 43 between the Mitchell and Silver Spring interchanges), will undergo preliminary engineering and environmental impact statement by the Wisconsin Department of Transportation. During preliminary engineering, alternatives will be considered, including rebuild as-is, various options of rebuild to modern design standards, compromises to rebuilding to modern design standards, compromises to rebuilding the existing number of lanes. Only at the conclusion of preliminary engineering would a determination be made as to how the freeway would be reconstructed.

 The plan also provides further recommendations with respect to freeway half-interchanges. The plan recommends that the Wisconsin Department of Transportation during the reconstruction of the freeway system:

-- Convert the CTH P with IH 94 interchange to a full interchange.

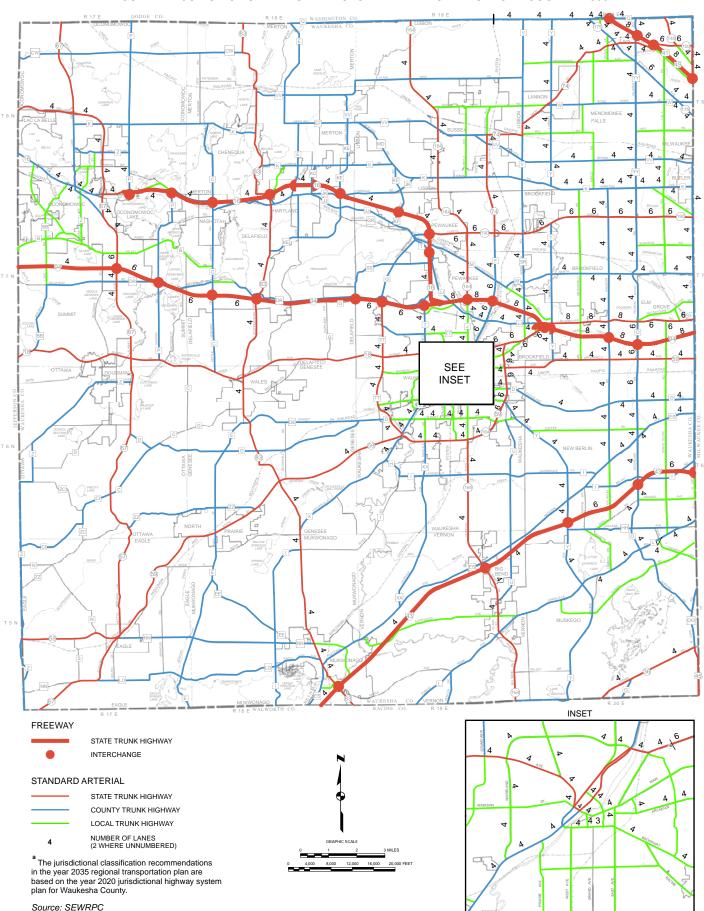
-- Consider as an alternative (where conditions permit) the combination of selected half-interchanges into one full interchange; and

 Retain all other existing half-interchanges and examine during preliminary engineering the improvement of connection between adjacent interchanges.

4. Subsequent to the completion of the regional transportation plan update and reevaluation, more detailed analysis will be conducted with the Waukesha County jurisdictional highway system planning advisory committee addressing STH 164 in the Village of Big Bend and potentially considering various alternatives, including do-nothing, restrict parking, widen with additional lanes, construct bypass, and improve/construct parallel arterials.

I:\Tran\WORK\RTSP2050\JHSP\Waukesha\Map 1 - Wauk Funct Plan.mxd

### Map 2



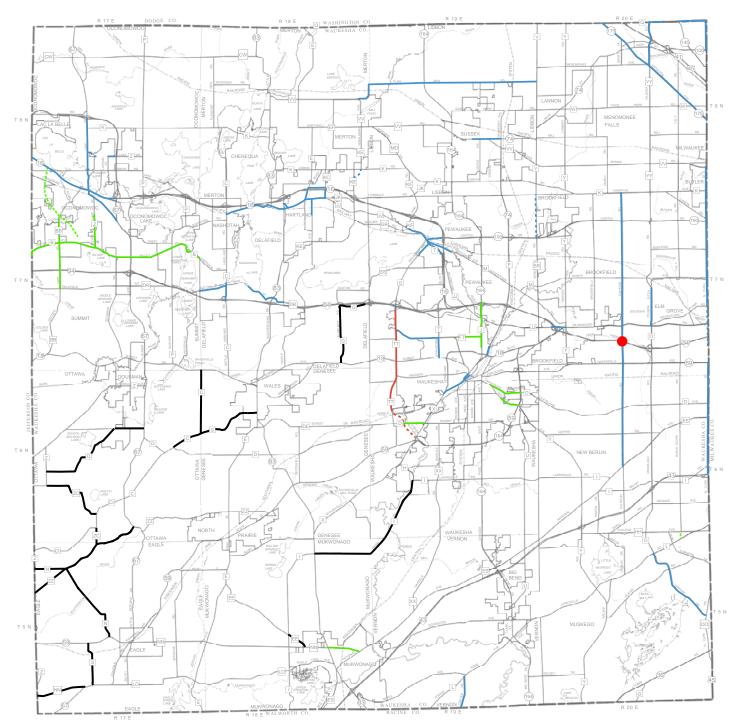
### CURRENT JURISDICTIONAL HIGHWAY SYSTEM PLAN FOR WAUKESHA COUNTY: 2035

- 4 -

I:\Tran\WORK\RTSP2050\JHSP\Waukesha\Map 2 - Wauk Co Current Juris Plan

### Map 3

### CHANGES IN JURISDICTIONAL RESPONSIBILITY RECOMMENDED UNDER THE CURRENT WAUKESHA COUNTY JURISDICTIONAL HIGHWAY SYSTEM PLAN: 2035



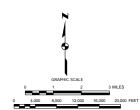
### TRANSFERS TO:

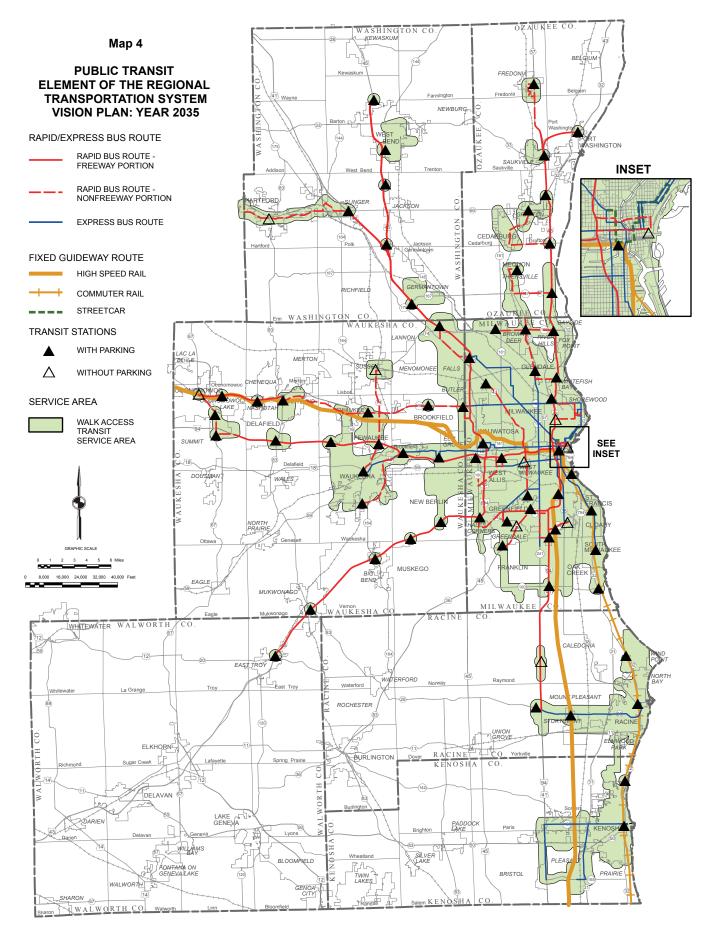


STATE TRUNK HIGHWAY SYSTEM COUNTY TRUNK HIGHWAY SYSTEM LOCAL TRUNK HIGHWAY SYSTEM LOCAL (NON-ARTERIAL) SYSTEM

### NEW FACILITY:

- STATE TRUNK HIGHWAY SYSTEM -----
  - ----
- .....
- COUNTY TRUNK HIGHWAY SYSTEM LOCAL TRUNK HIGHWAY SYSTEM FULL INTERCHANGE





rail rapid transit services are recommended to be provided between Milwaukee, Racine, and Kenosha, connecting to the Chicago area through the existing Chicago-Kenosha Metra commuter rail service, providing traditional and reverse commuting services in this travel corridor. The plan also identifies conceptual commuter rail alignments in heavily travelled corridors of the Region that should be further studied for potential implementation.

- <u>Express Transit</u>: recommended express transit services would consist of a grid of limited-stop, higherspeed bus routes located largely within Milwaukee County that would connect major employment centers, shopping centers, and other major activity centers. These express transit services would operate in both directions during all periods of the day and evening to serve both traditional and reverse commuters. The frequency of service would be about every 10 minutes during weekday peak travel periods, and about every 20 to 30 minutes during weekday off-peak periods and on weekends. The plan also proposes that the eventual upgrading of these routes to fixed guideways—including the construction of bus guideways and/or light rail/streetcar lines—be considered on a corridor-by-corridor basis.
- <u>Local Transit</u>: significant improvements and expansion in local bus transit services over arterial and connector streets throughout the Kenosha, Milwaukee, and Racine urbanized areas are also recommended in the plan. These recommendations include expansion of service areas and hours, and significant improvements in the frequency of local service, particularly on major routes.
- *Paratransit*: consistent with the Federal Americans with Disabilities Act of 1990, the plan recommends that complementary paratransit services be provided to serve people with disabilities who are unable to access and use fixed-route transit services.
- <u>Intercity Rail</u>: the plan includes improvements to the existing Hiawatha Amtrak train service between Milwaukee and Chicago and the extension of similar service to Minneapolis-St. Paul, with trains reaching maximum speeds of 110 miles per hour.

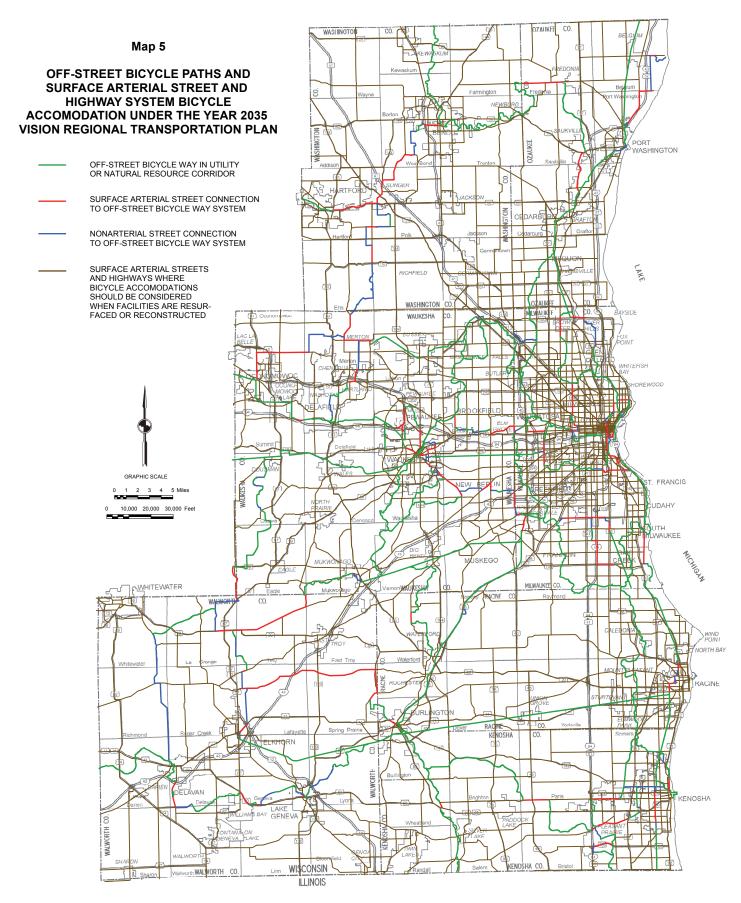
### Bicycle and Pedestrian

The regional transportation plan proposes the safe accommodation of bicycle and pedestrian travel on streets and highways, while encouraging such travel as an alternative to personal vehicle travel. The plan recommends that, as each segment of the surface arterial street system in the Region is resurfaced, reconstructed, or newly constructed, bicycle accommodations be considered and—if feasible—implemented through bicycle lanes, widened outside travel lanes, widened shoulders, or separate bicycle paths. This element of the regional transportation plan also recommends that a 548-mile system of off-street bicycle paths be provided to serve the urbanized areas and larger cities and villages throughout the Region. About 250 miles of this planned off-street system exist today (see Map 5). The pedestrian facilities recommendation consists of a set of policies and a series of recommendations and guidelines proposed to be followed in implementing such policies.

### **Transportation Systems Management**

The regional transportation plan includes a series of measures aimed at managing and operating existing transportation facilities to their maximum carrying capacity and travel efficiency. The TSM plan element includes the following aspects:

- <u>Freeway Traffic Management</u>: freeways carry about one-third of all daily travel in the Region, and thus warrant a significant management effort to ensure their optimum utilization. Recommended freeway traffic management measures include operational control, advisory information, and systems management. The plan also recommends a traffic operations center supporting these measures, which is operated by WisDOT.
  - *Operational Control*: the plan specifies a number of measures to improve freeway operations by monitoring operating conditions and controlling freeway traffic. These measures include embedded traffic detectors, freeway on-ramp meters, and a set of ramp meter control strategies.



- Advisory Information: providing updated information to motorists helps achieve the efficient use of the freeway system. The plan includes the provision of permanent variable message signs; the maintenance of a website identifying current travel times and delays and views of traffic congestion maps; and the extensive provision of traffic information to the media and through automated messages available to the dial-in public.
- *Incident Management*: incident management measures set forth in the plan are aimed at the timely detection, confirmation, and removal of freeway incidents. Such measures include closed-circuit television cameras providing live video images to system management and law enforcement personnel, a relatively dense system of reference markers allowing motorists to specify incident locations, the provision of off-line crash investigation sites, the provision of automated ramp closure devices, and the provision of freeway service patrols to rapidly remove disabled vehicles and aid disabled motorists.
- <u>Surface Arterial Street and Highway Traffic Management</u>: a number of recommendations are included in the regional transportation plan to improve the operation of the regional surface arterial street and highway network. These recommendations attempt to maximize the efficient use of that network and, where possible, avoid significant capital expenditures. The recommendations include coordinated traffic signal systems to provide for the efficient progression of traffic; intersection improvements, including adding right- and/or left-turn lanes and intersection traffic control improvements; implementation of curblane parking restrictions to provide additional peak period traffic carrying capacity; improved management of access to arterial streets from adjacent parcels; and enhanced advisory information for motorists along key routes.
- <u>Major Activity Center Parking Management and Guidance</u>: the plan recommends that traffic operation conditions at major activity centers, such as the Milwaukee central business district, be improved by reducing the traffic circulation of motorists seeking parking spaces. Recommended measures relate to providing motorists with real-time information about available parking through strategically located message signs and Internet updates.

### **Travel Demand Management**

The plan identifies measures that could be taken to reduce personal and vehicular travel or to shift such travel to alternative times and routes, thereby allowing for more efficient use of the existing capacity of the transportation system. In addition to the public transit and pedestrian and bicycle plan element recommendations noted above, the TDM plan element includes the following aspects:

- Preferential treatment of high-occupancy vehicles
- Provision of park-ride lots
- Transit pricing measures
- Provision of transit information (including real-time information) and marketing
- Personal vehicle pricing actions
- Travel demand management promotion
- Detailed site-specific neighborhood and major activity center land use plans

### Arterial Streets and Highways

The arterial street and highway element of the year 2035 regional transportation plan as amended, and adjusted to account for plan implementation through 2014, totals 3,662 route-miles. The plan recommends that approximately 89 percent, or 3,274 of these route-miles, be resurfaced and reconstructed with no additional capacity. Approximately 310 route-miles, or 9 percent of the total system, are recommended for widening upon reconstruction to provide additional through traffic lanes, including 114 miles of freeways. The remaining 78 route-miles, or about 2 percent of the total arterial street mileage, are proposed new arterial facilities. Thus, the plan recommends over the next 20 years a capacity expansion of 11 percent of the total arterial system, and—viewed in terms of added lane-miles of arterials—about a 9 percent expansion over the next 20 years.

The 114 miles of freeway widening proposed in the plan, and in particular the 18 miles of widening in the City of Milwaukee (IH 94 between the Zoo and Marquette interchanges and IH 43 between the Mitchell and Silver Spring interchanges), would undergo preliminary engineering and environmental impact statement preparation by WisDOT. During preliminary engineering, alternatives would be considered, including rebuild-as-is, various options of rebuilding to modern design standards, compromises to rebuilding to modern design standards, rebuilding with additional lanes, and rebuilding with the existing number of lanes. Only at the conclusion of the preliminary engineering process would a determination be made as to how a freeway segment would be reconstructed.

As mentioned previously in this memorandum, the regional transportation plan also includes jurisdictional responsibility recommendations for each segment of the regional arterial street and highway network. Such recommendations are developed on a county-by-county basis and are intended to provide for the efficient development and management of the arterial street and highway system. This would help to ensure that public resources are effectively invested in the provision of highway transportation, and that the costs associated with plan implementation are equitably borne among the levels and agencies of government concerned.

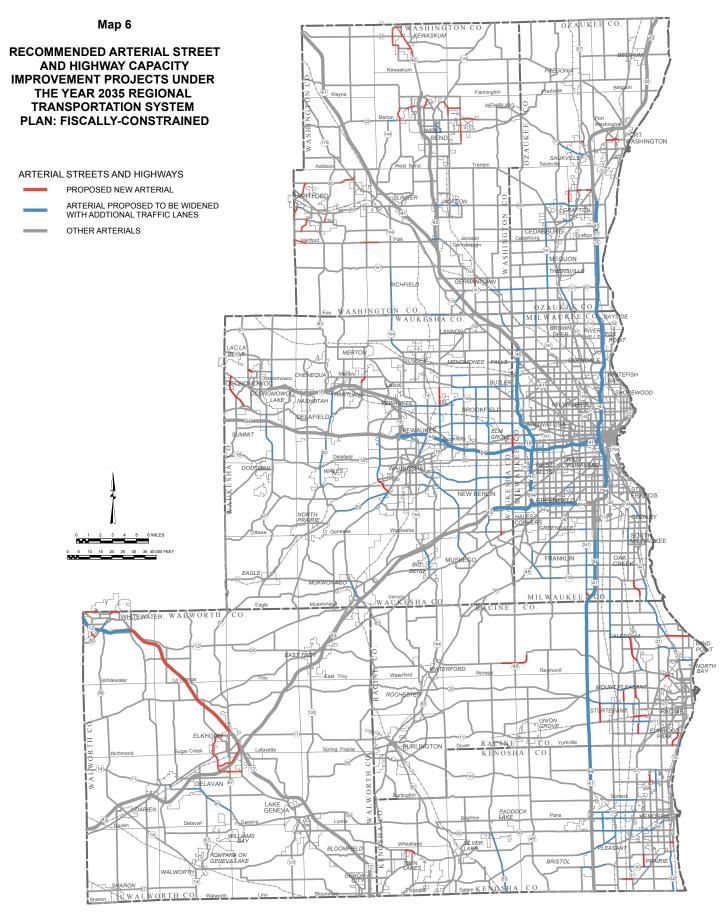
### Available Funding for the Year 2035 Regional Transportation Plan

As part of the 2014 review and update of the year 2035 regional transportation plan, the estimated 2035 plan costs were compared to revenues expected to be available over the remaining 20 years of the plan. In 2014, the existing, and outlook for future, available revenue is far more constrained than it was in 2005 during development of the year 2035 regional transportation plan and in 2010 during its first update. As a result, it was no longer possible to conclude with the 2014 plan update that the plan was reasonably consistent with existing and reasonably expected revenues and the current limitations of those revenues. As such, it was necessary to consider the year 2035 plan as a "vision" plan, outlining the desirable transportation plan to address the current and future needs of the Region. It was further necessary to identify a "fiscally-constrained" year 2035 regional transportation plan which includes those elements of the 2035 plan which can be achieved within the restrictions of the amounts and limitations of existing and reasonably expected revenues.

The gap in funding between the vision plan and fiscally-constrained plan affects implementation of both highway and transit projects identified in the vision plan. The implications of the funding gap for the highway element differs from the transit element as highway expenditures are largely capital expenditures and transit expenditures are largely operating expenditures. The effect on the highway element is a deferral or delay in capital projects being implemented, specifically a reduction in the amount of freeway that can be reconstructed and the amount of surface arterials that can be reconstructed with additional traffic lanes or newly constructed by the year 2035. The principal effect on the transit element is a lack of the transit improvement and expansion identified under the vision plan, and as well reductions in current transit service and an increase in transit fares above inflation.

Under the fiscally constrained plan, 90 miles of freeway reconstruction recommended under the vision plan, including 87 miles of freeway widening, would be expected to be implemented by the year 2035 based on the cost of these improvements compared to existing and reasonably expected revenues. All of the surface arterial capacity expansion recommended in the vision plan is included in the fiscally-constrained plan, with the exception of the planned extension of the Lake Parkway between Edgerton Avenue and STH 100 in Milwaukee County. These reductions would result in approximately 90 percent, or 3,301 of the total 3,656 route-miles, of the planned arterial street and highway systembeing recommended to be resurfaced and reconstructed to their same capacity under the fiscally-constrained year 2035 plan. Approximately, 283 route-miles, or 8 percent of the total year 2035 arterial street and highway system are recommended for widening as part of their reconstruction to provide additional through traffic lanes. The remaining 72 route-miles, or about 2 percent of the total arterial system mileage, are proposed new arterial facilities. The proposed arterial street and highway capacity improvements—both freeway and surface arterial—under the recommended fiscally-constrained regional transportation plan are shown on Map 6.

The principal effect on the transit element is a lack of the transit improvement and expansion identified under the 2035 plan, with the exception of the implementation of the City of Milwaukee and City of Kenosha streetcar projects, along with about an 11 percent reduction from current transit service levels and an estimated average

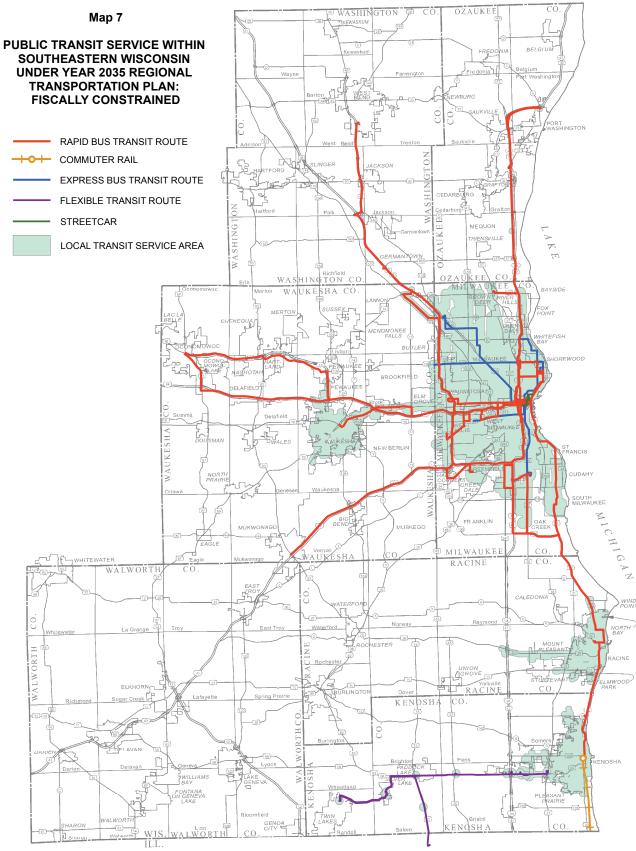


I:\Tran\WORK\RTSP2050\JHSP\Map 6 Capacity Expansion Fiscally Constrained.mxd

annual increase in transit fares above the rate of inflation. The 11 percent reduction in transit service levels from existing service levels would be expected to be achieved through reductions in service frequency. Map 7 shows the transit system in the fiscally-constrained year 2035 regional transportation plan, which essentially reflects the existing routes and service areas for the Region's public transit systems.

\* \* \*

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# Waukesha County Commments on the Recommended Changes in Jurisdictional Responsibility Under the Year 2035 Waukesha County Jurisdictonal Highway System Plan

Recommended Jurisdictional Changes Requested to be Reconsidered

Roadway	Limits	Location	Recommended Jurisdiction Change	Reason
N. Lake Street	Between STH 67 and STH 16	City of Oconomowoc	Local to County Jurisdiction	Does not function as County trunk highway
Wisconsin Avenue	Between County Line and STH 16	City of Oconomowoc	Local to County Jurisdiction	Does not function as County trunk highway
Summit Avenue	Between Main Street and STH 67	City of Oconomowoc	Local to County Jurisdiction	Does not function as County trunk highway
Rasmus Road/Vettelson Road	Between CTH C and Capitol Drive	City of Delafield and Village of Local to County Jurisdiction Nashotah	Local to County Jurisdiction	Does not function as County trunk highway
Golf Road/Milwaukee Street/Main Street	Within City of Delafield	City of Delafield	Local to County Jurisdiction	Portions previously transferred to local jurisdiction
Capitol Drive	Between STH 83 and Merton Avenue	Village of Hartland	Local to County Jurisdiction	Does not function as County trunk highway
Maple Avenue	Between current southern limit and Capitol Drive	Village of Hartland	Local to County Jurisdiction	Previously tranfered to local jurisdiction
Main Street	Between Maple Avenue and STH 74	Village of Sussex	Local to County Jurisdiction	Village not likely to transfer to County jurisdiction, as they have restricted trucks on this segment.
STH 175	Between CTH Q and 124th Street	Village of Menomonee Falls	State to County Jurisdiction	Functions as State trunk highway
Northview Road	Between CTH G and CTH T	City of Waukesha	Local to County Jurisdiction	Does not function as County trunk highway
West St. Paul Avenue	Between Harris Highlands and Madision Street	City of Waukesha	Local to County Jurisdiction	Does not function as County trunk highway
Center Drive	Between CTH L and County line	Town of Vernon	Local to County Jurisdiction	Does not function as County trunk highway
124th Street	CTH VV and IH 43	Village of Butler, City of Brookfield, Village of Elm Grove, and City of New Berlin	Local to County Jurisdiction	Discontinuous route <sup>a</sup>
Denoon Road	STH 164 and CTH Y	City of Muskego	Local to County Jurisdiction	Short segment of roadway and does not function as County trunk highway
<sup>a</sup> The vear 2035 regional transporation plan re-	ecommends an extension of 124th Street betwe	en Watertown Plank Road and Gr	The vear 2035 regional transportation plan recommends an extension of 124th Street between Watertown Plank Boad and Greenfield Avenue. The transfer of 124th Street between	

"The year 2035 regional transporation plan recommends an extension of 124th Street between Watertown Plank Road and Greenfield Avenue. The transfer of 124th Street between CTH VV and IH 43 from local to county jurisdiction was recommended subject to implementation of the planned 124th Street extension.

ested for Consideration for Inclusion in Jurisdictional Highway System Plan Potential Jurisdictional Transfers Regi

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Roadway	Limits	Location	Requested Juridictional Change	Reason
СТН G	Between STH 36 and County Line	City of Muskego	County to Local Jurisdiction	Does not function as County trunk highway
CTH BB <sup>b</sup>	Between CTH B and Riverdale Drive	City of Oconomowoc	County to Local Jurisdiction	Does not function as County trunk highway
CTH Z	Between CTH B and Bolson Drive	City of Oconomowoc	County to Local Jurisdiction	Does not function as County trunk highway
CTH C	Between Main Street and Scenic Heights	City of Delafield	County to Local Jurisdiction	Process to transfer to local jurisdiction is underway
	Drive			
STH 74	Between STH 190 and Menomonee Avenue	City of Brookfield, Town of	Local to County Jurisdiction	Process to transfer to county jurisdiction is underway
		Lisbon, Village of Sussex,		
		Village of Lannon, and Village		
		of Menomonee Falls		

<sup>b</sup> The jurisdictional transfer of CTH BB between CTH B and Riverdale Drive is currently recommended in the Waukesha County jurisdictional highway system plan.

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