PLANNING REPORT NO. 17
(2ND EDITION)

A JURISDICTIONAL HIGHWAY SYSTEM PLAN FOR OZAUKEE COUNTY

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SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

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Special acknowledgment is due the following individuals who served as previous members of the Committee during the course of the planning program: Nathan Check, City Engineer/Director of Public Works, City of Mequon; Robert R. Dreblow, Highway Commissioner, Ozaukee County; Richard C. Howells, President, Village of Belgium; Barbara J. Jobs, Chairman, Town of Saukville; Dewayne J. Johnson, Director, Southeast Region, Wisconsin Department of Transportation; Charles A. Lapicola, President, Village of Fredonia; Dwight E. McComb, former Planning & Environmental Team Leader, Federal Highway Administration, U.S. Department of Transportation; Van Mobley, President, Village of Thiensville; David Murphy, Director of Public Works/City Engineer, Village of Grafton; William R. Sackett, President, Village of Newburg; David Valentine, Chairman, Town of Cedarburg; Roy Wilhelm, Director of Public Works, Village of Saukville; and Thomas E. Winker, Chairman, Town of Belgium.

RESOLUTION NO. 2019-12

RESOLUTION OF THE SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION AMENDING THE OZAUKEE COUNTY JURISDICTIONAL HIGHWAY SYSTEM PLAN

WHEREAS, on the 7th day of March 1974, the Southeastern Wisconsin Regional Planning Commission duly adopted a jurisdictional highway system plan for Ozaukee County as documented in SEWRPC Planning Report No. 17, *A Jurisdictional Highway System Plan for Ozaukee County*; and

WHEREAS, the Commission later duly adopted amendments to the Ozaukee County jurisdictional highway system plan on five occasions—1978, 1983, 1992, 1994, and 1997—with three of the amendments including the extension of the design period of the plan first to the year 2000, then to the year 2010, and then to the year 2020; and

WHEREAS, in 2006, the Commission duly adopted the year 2035 regional transportation plan, as documented in SEWRPC Planning Report No. 49, *A Regional Transportation System Plan for Southeastern Wisconsin: 2035*, which included the extension of the design year of the Ozaukee County jurisdictional highway system plan to the year 2035 by continuing the recommendations of, and not evaluating, the year 2020 plan; and

WHEREAS, at the request of the Ozaukee County Board of Supervisors, the Commission, in cooperation with Ozaukee County, each city, village, and town within Ozaukee County, the Wisconsin Department of Transportation, and the U.S. Department of Transportation-Federal Highway Administration, reviewed and reevaluated the Ozaukee County jurisdictional highway system plan; and

WHEREAS, the review and reevaluation was based on a comprehensive study, guided by a Ozaukee County Jurisdictional Highway Planning Committee, which included representatives from Ozaukee County, each city, village, and town within Ozaukee County, the Wisconsin Department of Transportation and the U.S. Department of Transportation-Federal Highway Administration; and

WHEREAS, the review and reevaluation of the jurisdictional highway system plan for Ozaukee County is documented in SEWRPC Planning Report No. 17 (Second Edition), *A Jurisdictional Highway System Plan for Ozaukee County*; and

WHEREAS, the review and reevaluation of the Ozaukee County jurisdictional highway system plan was conducted concurrently, and in coordination, with the development of VISION 2050, the year 2050 regional transportation plan, completed in 2016, as documented in SEWRPC Planning Report No. 55, *VISION 2050: A Regional Land Use and Transportation Plan for Southeastern Wisconsin*; and

WHEREAS, the functional and jurisdictional recommendations of the revised Ozaukee County jurisdictional highway system plan were incorporated into VISION 2050; and

WHEREAS, on the 2nd day of January 2019, the amended year 2050 Ozaukee County jurisdictional highway system plan was endorsed by the Ozaukee County Board of Supervisors; and

WHEREAS, under the provisions of Section 66.0309(9) of the Wisconsin Statutes, the Regional Planning Commission is authorized and empowered, as the work of making the whole advisory master plan progresses, to amend, extend, or add to the advisory master plan or carry any part or subject matter thereof into greater detail.

RESOLUTION NO. 2019-12

NOW THEREFORE, BE IT HEREBY RESOLVED:

FIRST: That the aforereferenced SEWRPC Planning Report No. 17 (Second Edition), *A Jurisdictional Highway System Plan for Ozaukee County*, published in December 2017, a copy of which is attached hereto and made a part thereof, be hereby approved.

SECOND: That a true, correct, and exact copy of this resolution and the aforereferenced planning report shall be forthwith distributed to the local units of government in Ozaukee County, the Ozaukee County Board of Supervisors, the Wisconsin Department of Transportation, and the Federal Highway Administration.

The foregoing resolution, upon motion duly made and seconded, was regularly adopted at the meeting of the Southeastern Wisconsin Regional Planning Commission held on the 19th day of June 2019, the vote being: Ayes 17; Nays 0.

Charles L. Colman, Chairman

ATTEST:

Kevin J. Muhs, Deputy Secretary

PLANNING REPORT
NUMBER 17 (2ND EDITION)

A JURISDICTIONAL HIGHWAY SYSTEM PLAN FOR OZAUKEE COUNTY

Prepared by the
Southeastern Wisconsin Regional Planning Commission
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U.S. Department of Transportation
Federal Highway Administration

June 2019

Ozaukee County Highway Department
410 South Spring Street
Port Washington, Wisconsin 53074-0994
Jon E. Edgren, P.E. – Director of Public Works
Phone 262-238-8335 Fax 262-238-8343

To: Ozaukee County Board of Supervisors
Southeastern Wisconsin Regional Planning Commission
Wisconsin Department of Transportation

The Ozaukee County Board of Supervisors in 1973 adopted an initial Ozaukee County jurisdictional highway system plan for the design year 1990. That plan was later amended on five occasions. Three of these amendments occurred upon the adoption of the major reevaluations of the regional transportation plan in 1978, 1994 and 1997, which extended the design period of the regional transportation plan, first to the year 2000, then to the year 2010 and then to the year 2020. The fifth-generation regional transportation plan for the design year 2035, adopted in 2006, contained an updated functional arterial street and highway system plan consisting of recommendations concerning the general location, type, capacity, and service levels of the arterial street and highway system. That plan, however, did not reevaluate but rather continued, the highway jurisdictional responsibility recommendations of the design year 2020 Ozaukee County jurisdictional highway system plan.

This review and reevaluation of the Ozaukee County jurisdictional highway system plan commenced, under the guidance of the Ozaukee County Jurisdictional Highway Planning Committee, with an objective to review, update, and extend the plan to the design year 2035. The Ozaukee County Jurisdictional Highway Planning Committee, which was formed to assist and advise Commission staff in this planning effort, consists of representatives from the cities, villages, and towns in Ozaukee County; the County; the Wisconsin Department of Transportation; and the Federal Highway Administration. During the development of this plan, Commission staff concurrently worked on VISION 2050, the sixth-generation regional land use and transportation plan with a design year of 2050. As the functional improvement recommendations of the Ozaukee County jurisdictional highway system plan would be reviewed, and potentially revised, as part of VISION 2050, the two planning efforts were coordinated. As a result of this coordination, the design year of the final functional and jurisdictional recommendations of this revised Ozaukee County jurisdictional highway system plan, considered and approved unanimously by the Ozaukee County Jurisdictional Highway Planning Committee in January 2016, was extended from the year 2035 to the year 2050. The final functional and jurisdictional recommendations of this plan were incorporated into VISION 2050, which was adopted by the Commission in July 2016.

This second edition of the Ozaukee County jurisdictional highway system plan provides a review and reevaluation, and recommendations as to which levels and agencies of government should assume responsibility for the construction, operation, and maintenance of each of the various arterial facilities included in the plan. The plan also provides a review and reevaluation, as requested by the Ozaukee County Jurisdictional Highway Planning Committee and Ozaukee County local governments, of specific roadway functional improvement recommendations—such as widening of existing arterial roadways and construction of new arterial roadways. The

Ozaukee County jurisdictional highway system plan is advisory to the local governments in Ozaukee County, the County, and the State of Wisconsin. Plan implementation will depend upon the willingness and ability of the local governments, the County, and the State to fund and construct the recommended arterial street and highway improvements and to implement recommended jurisdictional changes.

With the plan design period extended to the year 2050, the Ozaukee County jurisdictional highway system plan provides local governments in Ozaukee County, the County, and the State of Wisconsin a long-term framework for implementing an integrated highway transportation system which would effectively serve and promote a desirable land use pattern within the County, abate traffic congestion, reduce travel time and costs, and reduce accident exposure. It would also serve to concentrate appropriate resources and capabilities on corresponding areas of need, assuring the most effective use of the total public resources in the provision of highway transportation.

Sincerely,

Jon E. Edgren, P.E.
Chairman, Ozaukee County Jurisdictional Highway Planning Committee
Ozaukee County Director of Public Works

TABLE OF CONTENTS

TABLE OF CONTENTS

LIST OF FIGURES

Chapter 3

LIST OF MAPS

LIST OF TABLES

INTRODUCTION 1

Credit: SEWRPC Staff

On December 5, 1973, the Ozaukee County Board of Supervisors adopted an initial jurisdictional highway system plan. That plan, with a design year of 1990 and set forth in SEWRPC Planning Report No. 17, *A Jurisdictional Highway System Plan for Ozaukee County*, was based upon a comprehensive study of the jurisdictional responsibilities for the construction, maintenance, and operation of arterial streets and highways in Ozaukee County. Prepared under the guidance of an Advisory Committee consisting of Federal, State, County, and local officials, the plan was intended to help provide the County, over time, with an integrated highway transportation system that would effectively serve and promote a desirable land use pattern in the County, abate traffic congestion, reduce travel time and costs, and reduce crash exposure. The plan was intended to help concentrate appropriate resources and capabilities on corresponding areas of need, thus assuring the most effective use of public resources in the provision of highway transportation. The initial plan was prepared as a logical sequel to the year 1990 seven-county regional transportation system plan. The regional plan focused on needed functional improvements to the regional arterial street and highway system, but, except for freeways, contained no recommendations as to which levels and agencies of government should assume jurisdictional responsibility for each of the facilities included in the functional plan.

Since its initial adoption in 1973, the Ozaukee County jurisdictional highway system plan has been previously amended on five occasions. The first amendment of the original Ozaukee County jurisdictional highway system plan occurred in 1978, upon the adoption by the Regional Planning Commission of the second-generation regional transportation plan.[1] This second-generation regional transportation plan was formally adopted by the Ozaukee County Board of Supervisors on August 1, 1979. The second amendment to the original Ozaukee County jurisdictional highway system plan occurred in 1983 as a result of the completion of a study to determine the best way to meet existing and probable future transportation needs in the northwest side of Milwaukee County and southern Ozaukee County.[2] The amendments to the original Ozaukee County jurisdictional highway system plan resulting from this study were formally adopted by the

[1] *See SEWRPC Planning Report No. 25,* A Regional Land Use Plan and a Regional Transportation Plan for Southeastern Wisconsin—*2000, Volume One,* Inventory Findings*, April 1975; and Volume Two,* Alternative and Recommended Plans*, May 1978.*

[2] *See SEWRPC Planning Report No. 34,* A Transportation System Plan for the Milwaukee Northwest Side/Ozaukee County Study Area*, August 1983.*

Ozaukee County Board of Supervisors on December 5, 1983. The next amendment of the Ozaukee County jurisdictional highway system plan was formally adopted by the Ozaukee County Board of Supervisors on October 7, 1992.[3] The Ozaukee County jurisdictional highway system plan was amended again in 1994, upon adoption of the year 2010 third-generation regional transportation plan by the Commission.[4] The regional transportation plan, and attendant amended Ozaukee County jurisdictional highway system plan as of 1994, were adopted by the Ozaukee County Board on April 18, 1995. Another amendment of the Ozaukee County jurisdictional highway system plan occurred in 1997, upon the extension of the design year 2010 regional transportation plan to the design year 2020, and its adoption by the Commission.[5]

A major review and re-evaluation of the regional land use and regional transportation plans by the Commission resulted in a fifth-generation design year 2035 regional land use plan, adopted by the Commission on June 21, 2006, and a fifth-generation design year 2035 regional transportation plan, also adopted by the Commission on June 21, 2006.[6] In accordance with its advisory role, the Commission certified these plans to the constituent counties, cities, villages, and towns, as well as to certain State and Federal agencies, for endorsement and implementation. The design year 2035 regional transportation plan was formally adopted by the Ozaukee County Board of Supervisors on July 18, 2007.

Interim review and updates of the year 2035 regional transportation plan were adopted by the Commission on June 1, 2010[7] and June 18, 2014.[8] These interim review and updates included an assessment of the implementation to date of the regional transportation plan, a review of the forecasts underlying the plan, and a monitoring of transportation system performance. These review and updates also resulted in a limited number of functional improvement amendments to the adopted year 2035 plan, including amendments to the functional improvements recommended under the arterial street and highway element of the plan.

The year 2035 regional transportation plan proposed a functional arterial street and highway system plan. This functional plan consisted of recommendations concerning the general location, type, capacity, and service levels of the arterial street and highway facilities required to serve southeastern Wisconsin and Ozaukee County to the year 2035. However, the regional transportation plan, and the interim review and update of the plan did not reevaluate, but continued, the recommendations from the current county jurisdictional highway system plans as to which levels and agencies of government should assume responsibility for the construction, operation, and maintenance of each of the various arterial facilities included in the plan. This Ozaukee County jurisdictional highway system plan provides a review and reevaluation, and recommendations as to which level and agency of government should have jurisdictional responsibilities for each segment of arterial street and highway in Ozaukee County. This review is required at this time in order to address changing traffic demands and patterns, to adjust the jurisdictional systems to changes in land use development patterns, and to assure the maintenance of an integrated network of state and county trunk highways as urban development continues within the County.

During the development of the Ozaukee County jurisdictional highway system plan review and reevaluation, with an initial design year of 2035, Commission staff was concurrently working on VISION 2050, the sixth-generation regional land use and transportation plan for Southeastern Wisconsin. When completed in mid-2016, the plan extended the design year of the regional transportation plan from the year 2035 to the year 2050. As the functional improvement recommendations of the Ozaukee County jurisdictional highway system plan update would have been reviewed, and potentially revised, as part of VISION 2050, the two planning efforts were coordinated. This allowed both the functional and jurisdictional recommendations of

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[3] *See* Amendment to the Ozaukee County Jurisdictional Highway System Plan—2010*, January 1993*.

[4] *See SEWRPC Planning Report No. 41,* A Regional Transportation System Plan for Southeastern Wisconsin: 2010*, December 1994*.

[5] *See SEWRPC Planning Report No. 46,* A Regional Transportation Plan for Southeastern Wisconsin: 2020*, December 1997*.

[6] *See SEWRPC Planning Report No. 48,* A Regional Land Use Plan for Southeastern Wisconsin: 2035*, June 2006, and SEWRPC Planning Report No. 49,* A Regional Transportation Plan for Southeastern Wisconsin: 2035*, June 2006*.

[7] *See SEWRPC Memorandum Report No. 197,* Review, Update, and Reaffirmation of the Year 2035 Regional Transportation Plan*, June 2010*.

[8] *See SEWRPC Memorandum Report No. 215,* Review and Update of the Year 2035 Regional Transportation Plan*, June 2014*.

the Ozaukee County jurisdictional highway system plan to be reflected in VISION 2050. As such, the final recommendations of the Ozaukee County jurisdictional system plan have a design year of 2050.

As the second edition of SEWRPC Planning Report No. 17, this document is intended to be reviewed and approved by the Ozaukee County Jurisdictional Highway Planning Committee, by the Public Works Committee of the Ozaukee County Board of Supervisors, by the Board itself, and by the Southeastern Wisconsin Regional Planning Commission as the official areawide planning agency for Southeastern Wisconsin.

1.1 STUDY ORGANIZATION

This jurisdictional highway planning effort is an update to the current jurisdictional highway plan and was coordinated with intensive, comprehensive, areawide functional highway planning conducted as part of VISION 2050. The regional transportation plan provides almost all of the necessary basic planning and engineering data, as well as the basic traffic simulation models, essential to the jurisdictional highway system planning effort.

Advisory Committee Structure

Because any realignment in the jurisdictional highway systems would affect the Federal, State, and local units of government concerned in many ways, it is essential to actively involve these units of government in the jurisdictional highway planning process. Such participation has been previously obtained within the County in connection with the original Ozaukee County jurisdictional highway system plan and its subsequent amendments through the Ozaukee County Jurisdictional Highway Planning Committee. This Committee has representation from the cities, villages, and towns in the County, the County, as well as from the Federal and State levels of government. The Ozaukee County Jurisdictional Highway Planning Committee therefore provided guidance and assistance to the staff during the course of this study. Specifically, this Committee was charged with assisting and advising the study staff on technical methods, procedures, and interpretations; assisting in the assembly and evaluation of planning and engineering data; assisting in the establishment, definition, and review of criteria; appraising alternative plans; and resolving any conflicts which might arise in plan preparation and selection. The Committee was intended to be a working committee and to actively involve the Federal, State, and local officials in the planning process. A complete Committee membership list is set forth on the inside front cover of this report.

1.2 STUDY PURPOSE AND PLAN OBJECTIVES

The primary purpose of jurisdictional highway system planning is to group into classes arterial streets and highways that serve similar functions and which, accordingly, should have similar design standards and levels of service. Once this classification process is completed, it is possible to assign jurisdictional responsibility logically for the design, construction, operation, and maintenance of each of the groups to the State, county, and local levels of government. Thus, a county jurisdictional highway system plan indicates which highway facilities should be the primary responsibility of State government, county government, and local government—city, village, or town.

The Ozaukee County jurisdictional highway system plan is intended to help Ozaukee 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
- Achieve an equitable distribution of arterial street and highway development and maintenance costs and revenues among the various levels and agencies of government concerned

The Ozaukee County jurisdictional highway system plan also provides a review, as requested, of the functional highway improvements—arterials to be widened with additional lanes and new arterials—recommended in the regional transportation plan within Ozaukee County.

1.3 SCHEME OF PRESENTATION

The findings and recommendations of this updated Ozaukee County jurisdictional highway system planning process are documented in this report. Following this introductory chapter, Chapter 2 describes the existing arterial street and highway system and jurisdictional highway system in Ozaukee County; reviews the functional improvements of the arterial system and jurisdictional transfers of arterials between the various units of government—State, County and local—completed over the past 40 years since 1973, the year the original Ozaukee County jurisdictional highway system plan was adopted; and presents the recommendations of the regional transportation plan with respect to functional highway capacity improvements and jurisdictional transfers. Chapter 3 describes the jurisdictional classification criteria utilized in this Ozaukee County jurisdictional highway system planning effort, which are intended to provide an objective and rational basis for the assignment of jurisdictional responsibility for the segments of the arterial street and highway system to the levels of government concerned—State, County, and local. Chapter 3 also describes the current State Statutes governing the jurisdictional transfer of streets and highways. Chapter 4 summarizes the application of the various jurisdictional classification criteria to the Ozaukee County arterial street and highway system that were considered in the formulation of the preliminary and recommended jurisdictional highway system plan, and presents the preliminary recommended new Ozaukee County jurisdictional highway system plan. Chapter 5 presents the final recommended Ozaukee County jurisdictional highway system plan. Chapter 6 outlines the actions necessary to implement the plan.

Credit: SEWRPC Staff

EXISTING AND PLANNED OZAUKEE COUNTY ARTERIAL STREET AND HIGHWAY SYSTEM

2

2.1 INTRODUCTION

This chapter describes the existing and planned arterial street and highway system, including the existing and planned jurisdiction of that system, in Ozaukee County. The functional improvements (new arterials and widened arterials) and jurisdictional transfers recommended in the design year 2035 regional transportation plan and the current Ozaukee County jurisdictional highway system plan are presented along with an evaluation of additional functional improvements and potential jurisdictional transfers identified by the Ozaukee County Jurisdictional Highway Planning Committee and Ozaukee County local units of government for consideration during the preparation of this jurisdictional highway system plan. Based upon that evaluation, recommended changes are identified to the functional improvements in the jurisdictional highway system plan and regional transportation system plan.

2.2 ARTERIAL STREET AND HIGHWAY SYSTEM

Streets and highways may be functionally classified into three categories—arterial streets, land access streets, and collector streets—based upon the manner in which they function. Arterial streets are defined as streets and highways that are principally intended to provide a high degree of travel mobility, serving the through movement of traffic and providing transportation service between major subareas of an urban area or through the area. Together, the arterial streets should form an integrated, areawide system. Access to abutting property may be a secondary function of some types of arterial streets and highways, but it should always be subordinate to the primary function of traffic movement.

Land access streets are defined as streets that are intended to serve primarily as a means of access to abutting properties, principally serving the residential areas of a community.

Collector streets are defined as streets that are intended to serve primarily as connectors between the arterial system and the land access street system. In addition to collecting traffic from, and distributing traffic to, the land access streets, the collector streets usually provide the same principal function as land access streets, that of providing access to abutting property. As a result, collector and land access streets are sometimes combined and referred to as nonarterial, or local, streets.

The regional transportation plan and Ozaukee County jurisdictional highway system plan address only the arterial portion of the total street and highway system. Arterial streets and highways are the only element of the total street and highway system for which existing and future traffic volume, and the need for additional traffic lanes or for a new arterial facility to relieve traffic, is a consideration in facility and system design. The status of a street or highway as an arterial is determined by an evaluation of four major factors:

- Traffic characteristics—traffic volume and type, operating speeds, and average trip length
- Physical characteristics—horizontal and vertical alignment, pavement width, and pavement types
- System integration—system continuity and facility spacing
- Land use service—the areawide significance of the land use activities served

Arterial streets generally account for about 30 percent of the mileage of the total street and highway system, and carry about 90 percent of the total average weekday traffic in Southeastern Wisconsin. Arterial streets are generally recommended to be spaced at about one-half mile intervals in high-density areas, one-mile intervals in medium-density areas, two-mile intervals in low-density areas, and intervals of more than two miles in rural areas. To serve travel effectively, and to make efficient use of public resources, the arterial street system should be planned as an integrated system, irrespective of jurisdictional boundaries and jurisdictional responsibilities for streets and highways, with consideration of existing and future traffic volumes, and with traffic capacities fitted to serve those traffic volumes.

Together with local governments and the Wisconsin Department of Transportation, the Commission has defined the arterial street and highway system of Ozaukee County and all of Southeastern Wisconsin over the past 40 years. The existing year 2013 arterial street and highway system in Ozaukee County is displayed on Map 2.1. Over the past 40 years, the mileage of the arterial street and highway system in Ozaukee County increased from 244 miles in 1973, the year the original Ozaukee County jurisdictional highway system plan was adopted, to 303 miles in 2013, an increase of 59 miles, or about 24 percent.

2.3 ARTERIAL STREET AND HIGHWAY SYSTEM JURISDICTION

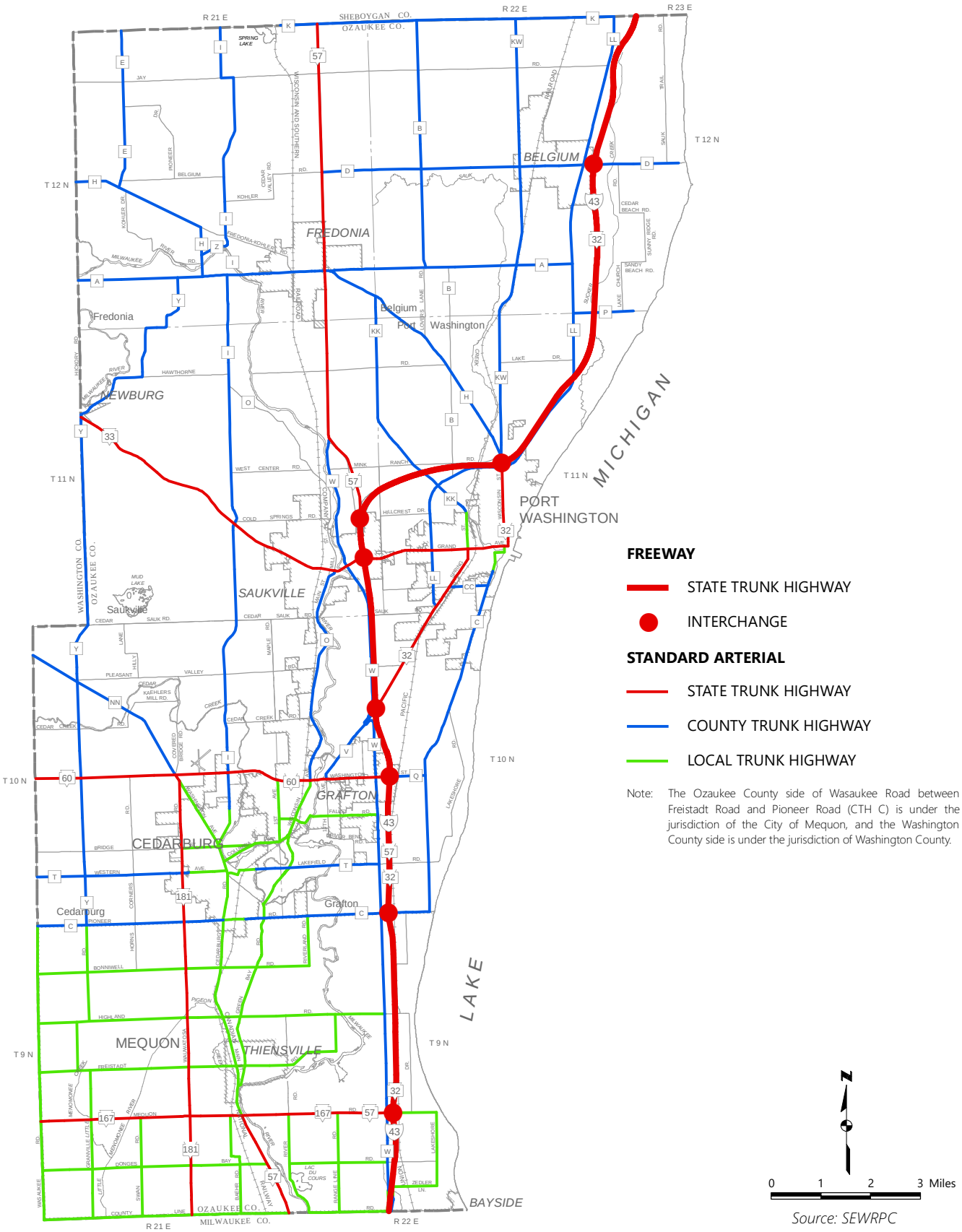
The jurisdictional classification of the arterial street and highway system identifies the level of government—State, county, or local—having responsibility for the design, construction, maintenance, and operation of each segment of the arterial street and highway system. The existing jurisdictional highway classification is the result of a long evolutionary process influenced by many complex political, administrative, financial, and engineering considerations and constraints. The Commission has worked over the past 40 years cooperatively with local, State, and Federal governments to recommend changes in the jurisdictional classification of the arterial street and highway system so that the arterial street system of the Region may over time be grouped into more logical subsystems of jurisdictional responsibility with the appropriate streets and highways under the jurisdiction of each level of government—State, county, and local.

The county jurisdictional highway system plans prepared by the Commission are based upon criteria established by the Commission in cooperation with Federal, State, and local units of government and include:

- Trip service—the average trip length on each segment during an average weekday
- Land use service—the areawide significance of land use activities to be connected and served
- Facility operational characteristics and system continuity, including facility spacing, traffic volume, traffic mobility, and land access

State trunk highways should be those facilities intended to provide the highest level of mobility, to serve trips with the longest length, to provide minimal land access, to serve land uses of regional and statewide significance, and to have interregional continuity. State trunk highways should be those arterial facilities that would principally serve travel through a county, and travel between counties. The existing state trunk highway system for Ozaukee County in 2013, shown in red lines on Map 2.1, consists of 78.7 route-miles.

Map 2.1
Existing Arterial Street and Highway System in Ozaukee County: 2013



Source: SEWRPC

County trunk highways should be those arterial facilities intended to provide an intermediate level of traffic mobility and land access, to serve land uses of countywide significance, and to have intercommunity continuity. County trunk highways should be those arterial facilities that would principally serve travel between the various municipalities of a county. The existing county trunk highway system in 2013, shown in blue lines on Map 2.1, consists of 147.8 route-miles. These county trunk highways only represent those that have been functionally classified as arterial facilities in the regional transportation plan. The entire Ozaukee County trunk highway system for Ozaukee County in 2013, including both arterials and nonarterials, consists of about 158 route-miles. Local or municipal arterial streets are intended to be those facilities that provide the lowest level of arterial traffic mobility and the highest degree of arterial land access, and that have intracommunity continuity and serve principally arterial travel within a municipality. The existing local arterial street system for Ozaukee County in 2013, shown in green lines on Map 2.1, consists of 76.3 route-miles. Table 2.1 presents the distribution of existing arterial street and highway mileage within Ozaukee County in 2013 by State, County, and local jurisdictional classification.

Table 2.1
Existing Arterial Street and Highway Mileage by Jurisdiction in Ozaukee County: 2013

Jurisdiction	Existing Arterial Miles			
	State	County	Local	Total
City of Cedarburg	1.7	1.5	7.9	11.1
City of Mequon	22.1	9.7	56.0	87.8
City of Port Washington	4.7	3.5	1.5	9.7
Village of Bayside	0.0	0.0	0.0	0.0
Village of Belgium	0.0	4.0	0.0	4.0
Village of Fredonia	1.2	2.3	0.0	3.5
Village of Grafton	3.3	3.4	4.4	11.1
Village of Newburg	0.2	0.5	0.0	0.7
Village of Saukville	3.7	2.2	0.0	5.9
Village of Thiensville	0.0	0.0	3.5	3.5
Town of Belgium	6.1	30.0	0.0	36.1
Town of Cedarburg	5.9	18.5	1.6	26.0
Town of Fredonia	4.9	22.7	0.0	27.6
Town of Grafton	7.2	17.8	1.4	26.4
Town of Port Washington	7.5	17.1	0.0	24.6
Town of Saukville	10.2	14.6	0.0	24.8
Total	78.7	147.8	76.3	302.8

Source: SEWRPC

2.4 REGIONAL TRANSPORTATION PLAN AND OZAUKEE COUNTY JURISDICTIONAL HIGHWAY SYSTEM PLAN

The fifth-generation design year 2035 regional transportation plan—the latest adopted regional transportation plan when development of the jurisdictional highway system plan update began—presented a comprehensive, multi-modal, balanced, and integrated transportation plan that addressed the long range transportation needs and challenges that face the Region. The regional transportation plan contained five plan elements—public transit, bicycle and pedestrian facilities, transportation systems management, travel demand management, and arterial streets and highways. The plan considered the forecast growth of the Region to the year 2035 in terms of jobs, population, and households. The plan also considered trends in travel, transportation system use, and transportation system development. Quantitative forecasts of the growth in regional travel and traffic to the year 2035 were prepared, and potential alternative transportation plans were quantitatively tested to evaluate and compare their ability to accommodate the forecast future travel and traffic. The year 2035 regional transportation plan explicitly considered the potential of more efficient land use and expanded public transit, systems management, bicycle and pedestrian facilities, and demand management to first alleviate traffic congestion. Highway improvements were only then considered to address any residual traffic congestion. Thus, the regional transportation plan contained an up-to-date functional arterial street and highway system plan for the Region and Ozaukee County.

The Ozaukee County jurisdictional highway system plan serves as a further refinement of the Ozaukee County arterial street and highway element of the regional transportation plan. Once a functional plan consisting of recommendations concerning the general location, type, capacity, and service levels of arterial streets and highways has been identified, a jurisdictional highway system plan can be prepared that specifies the governmental level and unit that should have responsibility for acquiring, constructing, maintaining, and operating each of the existing and proposed facilities that comprise the total physical system. The review and update of the Ozaukee County jurisdictional highway system plan allows for amendment of the regional transportation plan to address changing traffic demands and patterns in Ozaukee County, to adjust

Table 2.2
Arterial Street and Highway System Improvement and Expansion Projects Completed in Ozaukee County: 1973-2013

	Facility	Limits	Miles	Project Type
State	IH 43	Ozaukee-Sheboygan County Line to STH 32	16.9	Expansion
	STH 32	IH 43 to CTH LL	2.5	Improvement
	STH 33 (Green Bay Avenue/Grand Avenue)	190 feet east of Ulao Street to Freeman Drive	2.0	Improvement
	STH 57	Ozaukee-Sheboygan County Line to CTH W	8.5	Improvement
	STH 57	CTH W to IH 43	1.6	Expansion
	STH 60	9th Avenue to IH 43	1.9	Improvement
	STH 167 (Mequon Road)	Swan Road to IH 43	5.5	Improvement
	STH 181 (Wauwatosa Road)	STH 167 (Mequon Road) to County Line Road	2.0	Improvement
	Subtotal	--	40.9	--
County	CTH C (Pioneer Road)	Pine Bluff to Washington Avenue	0.5	Improvement
	CTH C (Pioneer Road)	Pioneer Court to 370 feet east of Pioneer Court	0.1	Improvement
	CTH V (Grafton Avenue)	IH 43 to East River Road	0.7	Improvement
	CTH W (Port Washington Road)	Glen Oaks Lane to 500 feet north of STH 167 (Mequon Road)	0.7	Improvement
	CTH W (Port Washington Road)	500 feet north of STH 167 (Mequon Road) to Ozaukee-Milwaukee County Line	2.3	Improvement
	Subtotal	--	4.3	--
Local	Columbia Road/Wisconsin Avenue	Bridge Road to 7th Avenue	1.5	Improvement
	Falls Road	1st Avenue to 12th Avenue	0.7	Expansion
	Pioneer Road	STH 181 (Wauwatosa Road) to Pine Bluff	0.3	Improvement
	Pioneer Road	Washington Avenue to Pioneer Court	0.6	Improvement
	Pioneer Road	370 feet east of Pioneer Court to Green Bay Road	0.1	Improvement
	Subtotal	--	3.2	--
	Total	--	48.4	--

Source: SEWRPC

the recommended jurisdictional system to changes in land use and development patterns, and to assure the maintenance of an integrated network of state and county trunk highways as urban development continues within Ozaukee County.

Functional Improvements Completed in Ozaukee County Since Adoption of the First Ozaukee County Jurisdictional Highway System Plan in 1973

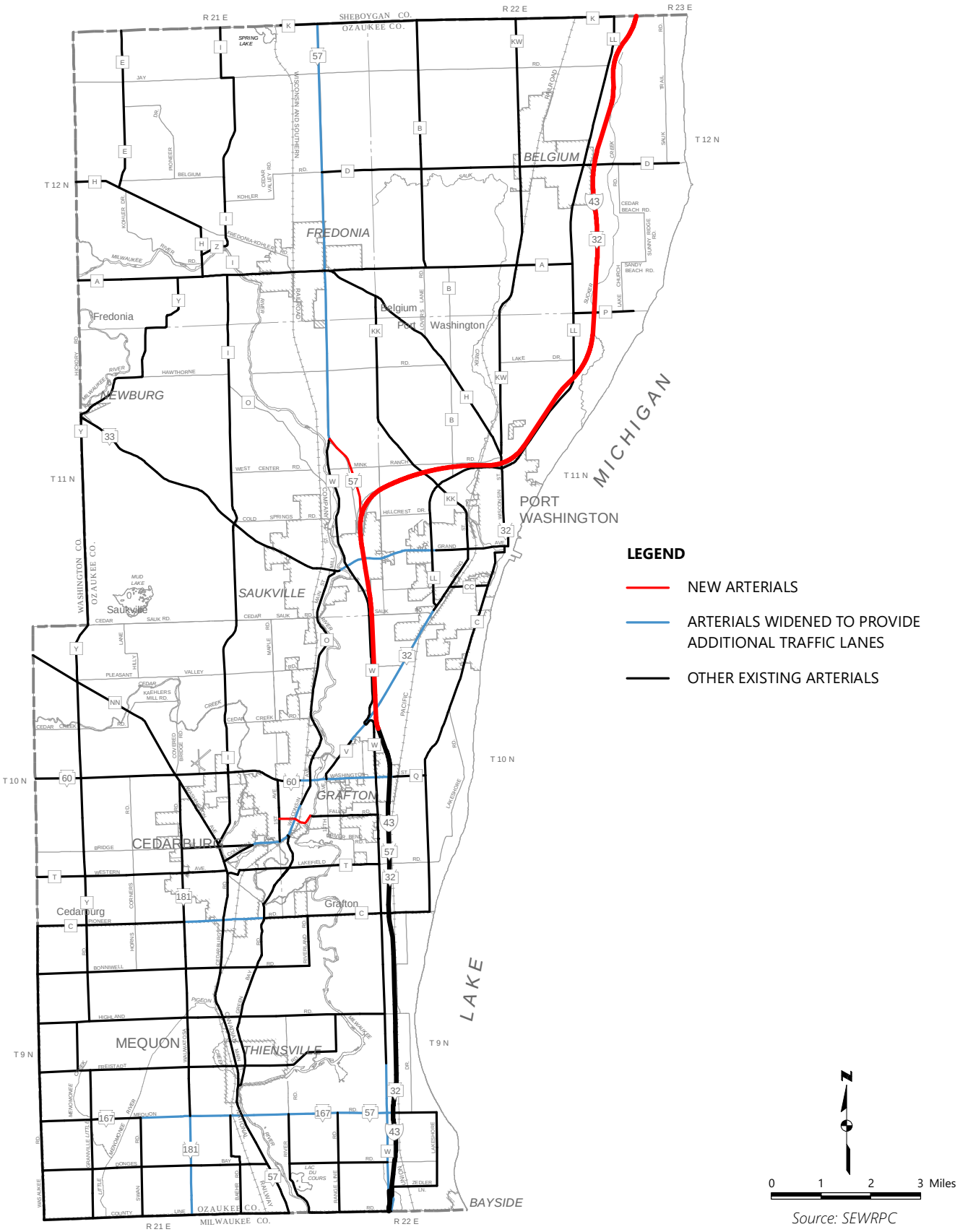
The functional improvements recommended for the Ozaukee County arterial street and highway system can be divided into three categories: system preservation, system improvement, and system expansion. System preservation refers to those facilities that are recommended to be resurfaced and reconstructed to their same traffic carrying capacity. System improvement refers to those facilities that are recommended to be widened with additional traffic lanes to provide additional traffic carrying capacity. System expansion refers to those facilities that are recommended as new arterial facilities.

Those system improvement and expansion functional highway projects undertaken in Ozaukee County since the adoption of the original jurisdictional highway system plan in 1973 total about 48 miles and are identified in Table 2.2 and Map 2.2.

Functional Improvement Recommendations for Ozaukee County Under the Year 2035 Regional Transportation Plan

The functional, or capacity, improvements recommended within Ozaukee County under the year 2035 regional transportation plan are displayed in Table 2.3 and Map 2.3. The adopted year 2035 regional transportation plan totals 310 arterial street and highway route-miles in Ozaukee County. Approximately 275 route-miles, or about 89 percent, are recommended as system preservation projects. Facilities recommended for system preservation should require no significant expansion of traffic carrying capacity, that is, no provision of additional through traffic lanes. Approximately 32 route-miles, or about 10 percent, are recommended as system improvement projects. Facilities recommended for system improvement would need to be reconstructed and widened to provide additional traffic lanes for traffic carrying capacity. Approximately

Map 2.2
Arterial Street and Highway Projects Completed in Ozaukee County by Improvement Category: 1973-2013



Source: SEWRPC

Table 2.3
Functional Improvements in Ozaukee County Recommended in the Year 2035 Regional Transportation Plan

Recommended Jurisdiction[a]	Improvement Type	Facility	Termini	Improvement Description
State	Widening	IH 43	STH 57 to Ozaukee-Milwaukee County Line (County Line Road)	Widen from four to six traffic lanes
		STH 33	CTH I to 190 feet east of Ulao Street	Widen from two to four traffic lanes
		STH 57 (Cedarburg Road)	STH 167 (Mequon Road) to County Line Road	Widen from two to four traffic lanes
		STH 60 (Washington Street)	CTH NN (Washington Avenue) to CTH O (Wisconsin Avenue)	Widen from two to four traffic lanes
		STH 167 (Mequon Road)	CTH M (Wasaukee Road) to Swan Road	Widen from two to four traffic lanes
		STH 181 (Wauwatosa Road)	Western Avenue to STH 167 (Mequon Road)	Widen from two to four traffic lanes
	Expansion	IH 43 interchange	IH 43 and Highland Road	Construct new interchange
		IH 43 interchange	IH 43 and County Line Road	Upgrade to full interchange
	Preservation of Right-of-Way	STH 33	CTH Y to CTH I	Reserve right-of-way for future four traffic lanes
		STH 60	Ozaukee-Washington County Line to CTH NN (Washington Avenue)	Reserve right-of-way for future four traffic lanes
		STH 181 (Wauwatosa Road)	CTH NN (Washington Avenue) to Bridge Street	Reserve right-of-way for future four traffic lanes
County	Widening	CTH W (Port Washington Road)	Highland Road to Glen Oaks Lane	Widen from two to four traffic lanes
	Preservation of Right-of-Way	CTH C (Pioneer Road)	CTH O (Green Bay Road) to IH 43	Reserve right-of-way for future four traffic lanes
Local	Widening	Columbia Road	Bridge Street to Wisconsin Avenue	Widen from three to four traffic lanes
	Expansion	1st Avenue extension	Cedar Creek Road to Rose Street	Construct two lanes on new alignment
		Cedar Creek Road extension	CN Railroad to Cedar Creek Road	Construct two lanes on new alignment
		Cedar Creek Road extension	East River Road to CTH W	Construct two lanes on new alignment
		Cold Springs Road extension	CTH O (Mill Street) to CTH W (Riverside Drive)	Construct two lanes on new alignment
		Walters Street extension	CTH LL to Grant Street	Construct two lanes on new alignment
	Preservation of Right-of-Way	Cedar Sauk Road	CTH O (Main Street) to CTH W	Reserve right-of-way for future two traffic lanes

[a] *The jurisdictional responsibility recommendations in the year 2035 regional transportation plan are based on the year 2020 jurisdictional highway system plan for Ozaukee County.*

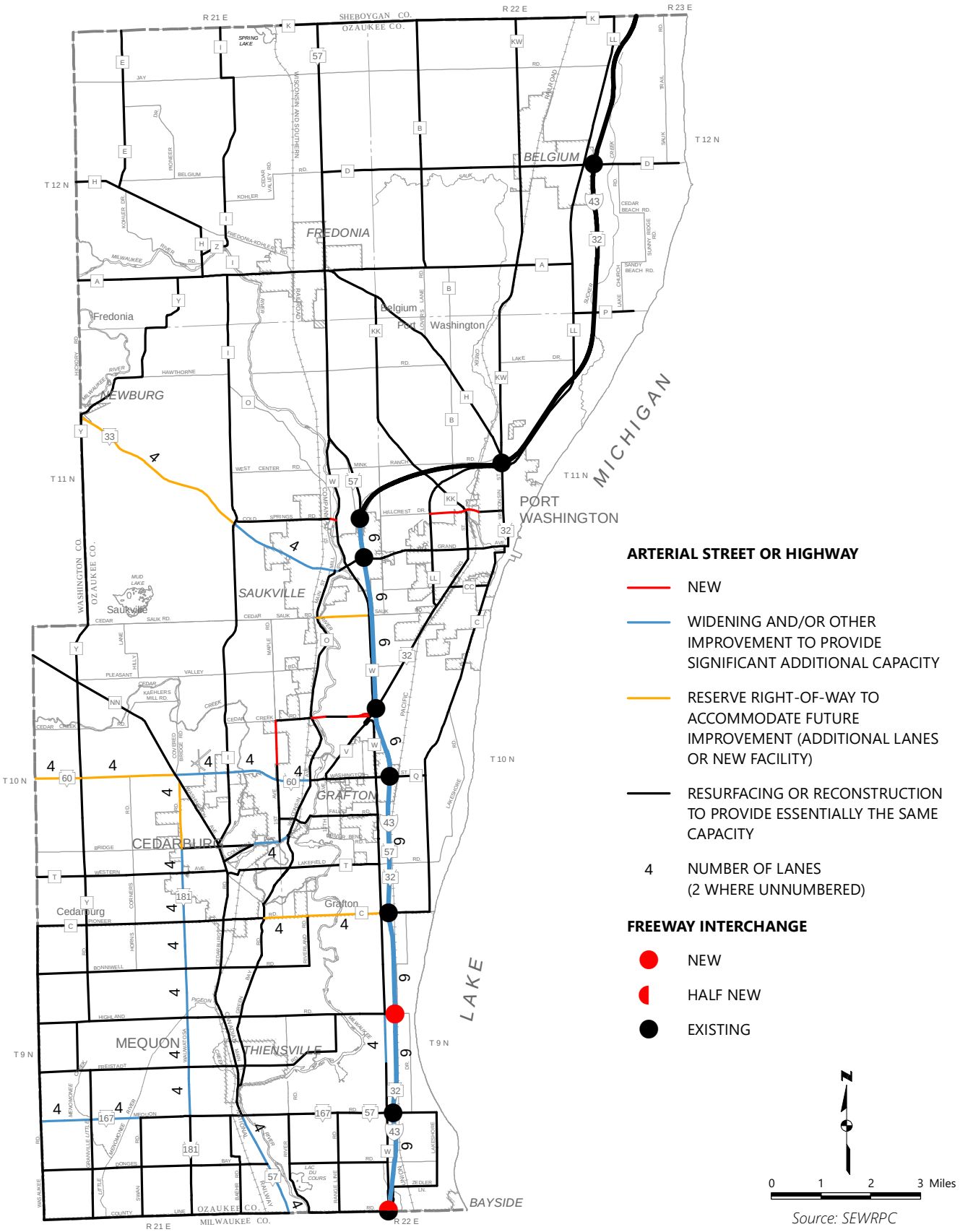
Source: SEWRPC

three route-miles, or about one percent, are recommended system expansion projects, or new arterial facilities. Facilities shown in orange on Map 2.3 represent those facilities where it is recommended that right-of-way be reserved to accommodate a potential future improvement beyond the plan design year of 2035 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.

Potential Functional Improvements to be Addressed During the Ozaukee County Jurisdictional Highway System Plan Review and Update

The design year 2035 regional transportation plan was considered and approved by the Ozaukee County Jurisdictional Highway Planning Committee as part of the preparation of the year 2035 regional transportation plan. The Ozaukee County Jurisdictional Highway Planning Committee and Ozaukee County local governments requested the following functional improvement issues be further considered during this Ozaukee County jurisdictional highway system planning effort:

Map 2.3
Functional Improvements in Ozaukee County Recommended in the Year 2035 Regional Transportation Plan



Source: SEWRPC

- Consider the need for four traffic lanes on Port Washington Road (CTH W) between Highland Road and CTH V

- Consider alternatives to providing four traffic lanes on STH 33 between CTH I and 150 feet east of Ulao Street in the Village of Saukville

- Consider Norport Drive between Wisconsin Street (STH 32) and Grant Street and its extension between Grant Street and CTH LL as an alternative to the planned arterial of Walters Street between Wisconsin Street (STH 32) and Grant Street and its extension between Grant Street and CTH LL

- Reconsider the proposed removal from the planned arterial system of CTH B between CTH LL and CTH A

At their October 1, 2013, meeting, members of the Ozaukee County Jurisdictional Highway Planning Committee asked for additional Commission staff review of the following functional issues:

- Reconsider the proposed removal from the planned arterial system of CTH I between CTH Z and CTH A

- Consider as an addition to the planned arterial system Cedar Creek Road between 1st Avenue and CTH I

- Consider Wisconsin Street between Chestnut Street and CTH C as a planned arterial rather than Chestnut Street between Wisconsin Street and Division Street and Division Street between Chestnut Street and Wisconsin Street/CTH CC

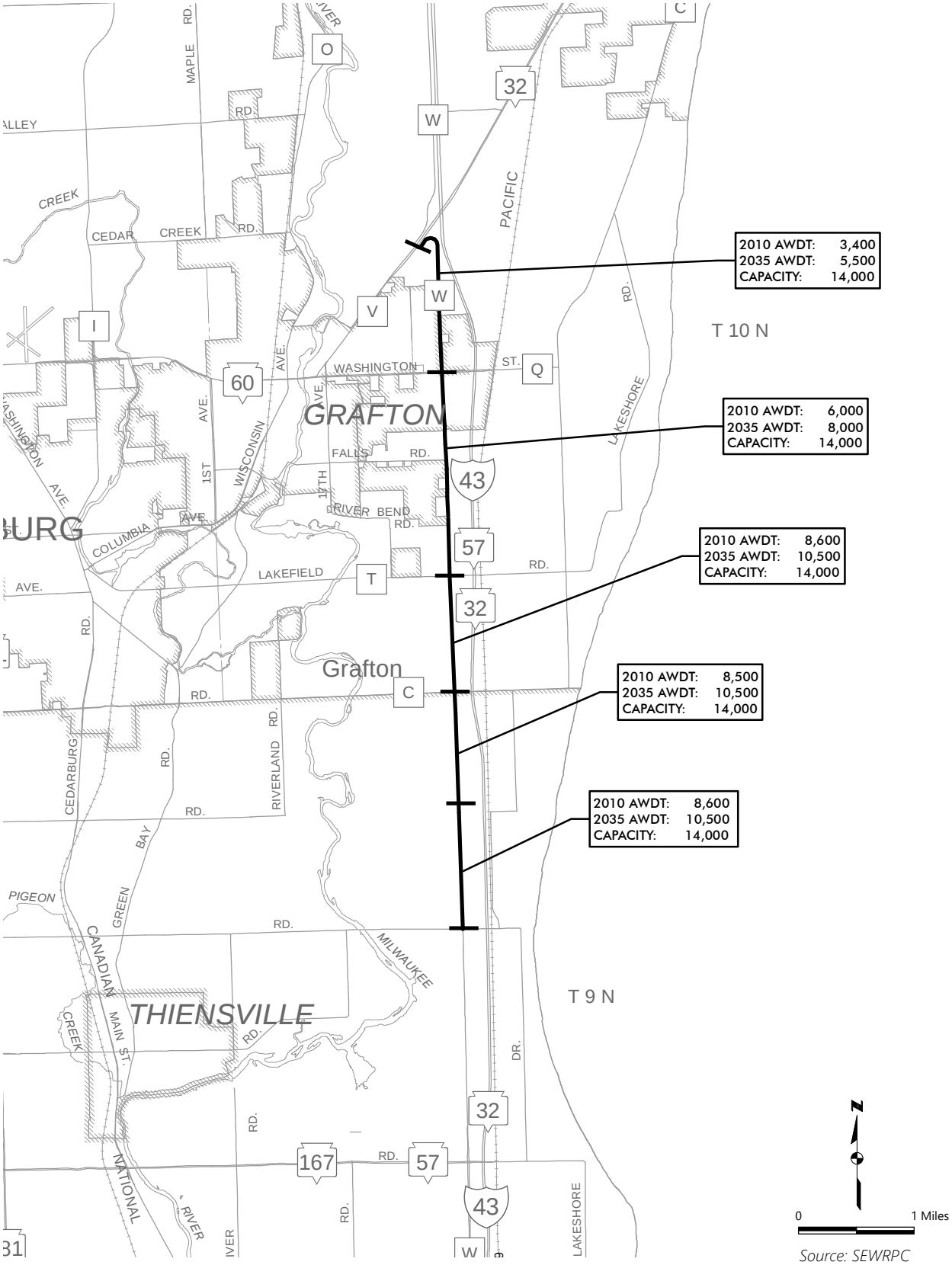
Consider the Need for Four Traffic Lanes on Port Washington Road (CTH W) Between Highland Road and CTH V

As shown on Map 2.4, the 2010 average weekday traffic volume on this segment of Port Washington Road (CTH W) ranges from 8,500 to 8,600 vehicles per average weekday between Highland Road and Lakefield Road (CTH T) and ranges from 3,400 to 6,000 vehicles per average weekday between CTH T and CTH V. The forecast year 2035 average weekday traffic volume on CTH W between Highland Road and CTH T is expected to be approximately 10,500 vehicles per average weekday, approaching but not exceeding the design capacity of 14,000 vehicles per average weekday. Between CTH T and CTH V, the forecast year 2035 average weekday traffic volume on CTH W is expected to range from 5,500 to 8,000 vehicles per average weekday, neither approaching nor exceeding the design capacity of 14,000 vehicles per average weekday. Accordingly, the Commission staff recommended that the plan recommend the reservation of right-of-way along CTH W between Highland Road and CTH T to accommodate possible future widening to four lanes of the facility beyond the design year of the plan. Commission staff also recommended that the plan continue to recommend maintaining the existing two traffic lanes on CTH W between CTH T and CTH V. However, the Committee recommended that the Ozaukee County jurisdictional highway system plan recommend that CTH W be widened from two to four traffic lanes between Highland Road and CTH V based on development planned to occur along the corridor.

Consider Alternatives to Providing Four Traffic Lanes on STH 33 Between CTH I and 150 Feet East of Ulao Street in the Village of Saukville

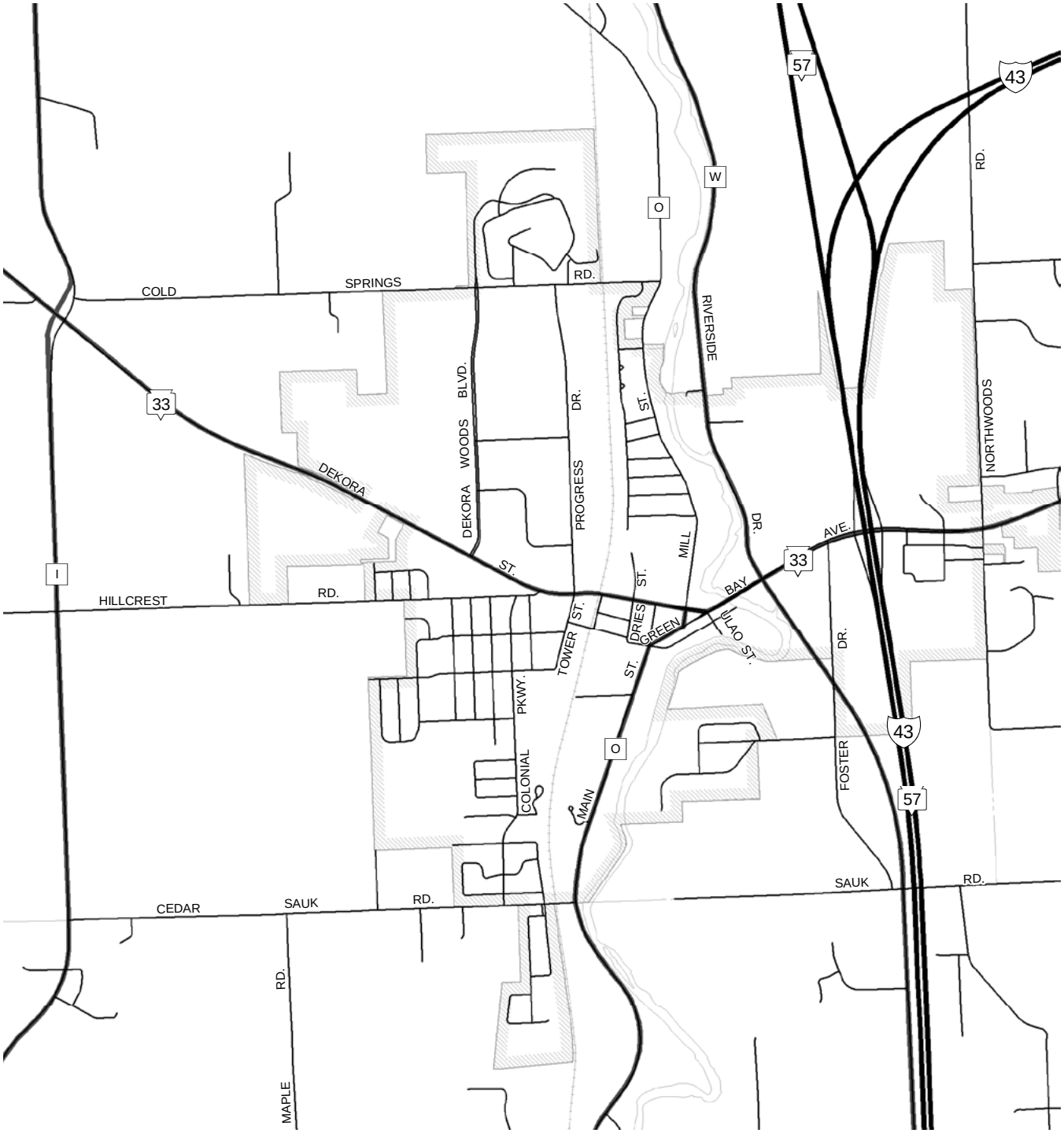
STH 33 is the only existing east-west arterial route through the Village of Saukville (see Map 2.5). The year 2035 regional transportation plan recommends the provision of four traffic lanes along STH 33 between CTH I to IH 43. Currently, four traffic lanes are provided along STH 33 from approximately 150 feet east of Ulao Street in downtown Saukville to IH 43. The segment of STH 33 between CTH I and 150 feet east of Ulao Street provides two traffic lanes and carries future forecast year 2035 traffic volumes which exceed the design capacity of the existing facility. The year 2035 regional transportation plan identified this as a segment of STH 33 which should be studied in more detail in the Ozaukee County jurisdictional highway system plan. Specifically, alternatives to providing four traffic lanes on STH 33 between CTH I and 150 feet east of Ulao Street would be considered as part of the Ozaukee County jurisdictional planning effort. Alternatives considered include potential bypass routes of STH 33 between CTH I and IH 43, including a northern bypass of STH 33 over Cold Springs Road and its extension to IH 43, and over IH 43. This

Map 2.4
Comparison of Year 2010 and Forecast Year 2035 Average Weekday Traffic Volumes to Existing Roadway Design Capacity on Port Washington Road (CTH W) Between Highland Road and CTH V



Source: SEWRPC

Map 2.5
Existing Arterial Street and Highway System in the Village of Saukville and Areas



Source: SEWRPC

alternative was requested by the Village of Saukville to potentially divert traffic from the Village's downtown area located along STH 33 between Progress Drive and CTH W. This bypass would also be intended to divert some truck traffic from the Village's industrial and business park located adjacent to Dekora Woods Boulevard and Progress Drive north of STH 33. This rerouting of STH 33 is recommended in the Village of Saukville's downtown revitalization plan (adopted in 2006) and year 2035 comprehensive plan (adopted in 2009). The proposed STH 33 bypass would require construction of a new bridge over the Milwaukee River between CTH O and CTH W, and it would require modification of the existing IH 43/STH 57 interchange.

During the preparation of an amendment to the Ozaukee County jurisdictional highway system plan, as adopted by the Ozaukee County Board of Supervisors on October 7, 1992, the Village of Saukville had requested that Commission staff consider an extension of Cold Springs Road from CTH O to the IH 43/STH 57 interchange, including a crossing of the Milwaukee River. A number of alternative extensions of Cold Springs Road to the IH 43/STH 57 interchange—as well as alternative extensions of Cold Springs Road between CTH O and CTH W and alternative STH 33 bypasses (both north and south of STH 33)—were considered and evaluated with respect to estimated costs, benefits, and impacts. Based on the evaluation of alternatives and public comment received on the preliminary recommended Ozaukee County jurisdictional highway system plan, the Ozaukee County Jurisdictional Highway Planning Committee recommended that Cold Springs Road between CTH I and CTH O and its extension between CTH O and STH 33 (connecting with STH 33 at S. Foster Drive) be added to the Ozaukee County jurisdictional highway system plan as a planned local arterial facility. During the development of the year 2035 regional transportation plan, the Ozaukee County Jurisdictional Highway Planning Committee subsequently recommended that the planned extension of Cold Springs Road terminate at CTH W rather than STH 33 to avoid impacts on primary environmental corridor including wetlands.

STH 33 between CTH I and Hillcrest Road is a two-traffic-lane rural roadway approximately 24 feet wide with 11- to 12-foot wide shoulders, and a right-of-way width of 86 to 160 feet. In 2010, the average weekday traffic volumes on this segment of STH 33 ranged from 6,400 to 8,600 vehicles per average weekday, below the design capacity of 14,000 vehicles per average weekday for the existing STH 33 roadway. The forecast year 2035 average weekday traffic volumes for this segment of STH 33 may be expected to range from 14,500 to 15,500 vehicles per average weekday, exceeding the design capacity of 14,000 vehicles per average weekday for the existing STH 33 roadway.

Between Hillcrest Road and CTH O, STH 33 generally is 44 feet in width with two traffic lanes and two auxiliary lanes with curb and gutter, six-foot wide terraces and five-foot wide sidewalks. The right-of-way width of this segment of STH 33 ranges from 66 to 77 feet. Parking is generally permitted on STH 33 between Hillcrest Road and Ulao Street. In 2010, the average weekday traffic volume on this segment of STH 33 was about 11,000 vehicles between Hillcrest Road and S. Main Street and about 14,700 vehicles between S. Main Street and CTH O, approaching or exceeding the design capacity of 14,000 vehicles per average weekday. Forecast year 2035 average weekday traffic volume along STH 33 ranges from 15,500 to 16,500 vehicles per average weekday between Hillcrest Road and S. Main Street and is 23,000 vehicles per average weekday between S. Main Street and CTH O, exceeding the 14,000 vehicles per average weekday design capacity of the existing two traffic lane arterial.

Between CTH O and 150 feet east of Ulao Street, STH 33 generally is 52 feet in width with two traffic lanes, turning lanes, a median located between a point just west of E. Green Bay Avenue to a point about 125 feet east of Ulao Street, and curb and gutter. To facilitate westbound traffic at the signalized intersection of STH 33 and CTH O, three turn lanes—left, through, and right—are provided along STH 33 between CTH O and a point about 195 feet east of CTH O. A median and turn lanes are also provided along STH 33 between a point about 195 east of CTH O and a point about 125 feet east of E. Green Bay Avenue to facilitate traffic at the signalized intersection of STH 33, E. Green Bay Avenue, and Ulao Street. Between CTH O and Ulao Street, a five-foot wide sidewalk with a two-foot paved terrace is provided on the north side of STH 33 and no sidewalk is provided on the south side of STH 33. East of Ulao Street, sidewalk is provided on both sides of STH 33, with no terrace on the north side of the roadway and a zero- to six-foot wide terrace on the south side of the roadway. The right-of-way width of this segment of STH 33 is 80 feet. Parking is prohibited on STH 33 between CTH O and 150 feet east of Ulao Street. In 2010, the average weekday traffic volume on this segment of STH 33 ranged from 14,700 to 18,200 vehicles, exceeding the design capacity of 14,000 vehicles per average weekday. Forecast year 2035 average weekday traffic volume on STH 33 between Hillcrest

Road and 150 feet east of Ulao Street ranges from 23,000 to 26,000 vehicles per average weekday, again exceeding the 14,000 vehicles per average weekday design capacity of the existing two traffic lane arterial.

The forecast traffic volumes developed for STH 33 are based upon planned future land use conditions as set forth in the adopted year 2035 regional land use plan and the planned future arterial street and highway conditions as set forth in the adopted year 2035 regional transportation plan, excluding implementation of the planned extension of Cold Springs Road between CTH O and CTH W, as recommended in the adopted year 2035 regional transportation plan.

To alleviate congestion under existing and future forecast year 2035 traffic volumes, consideration of roadway improvements is warranted on STH 33 between CTH I and 150 feet east of Ulao Street. The needed four traffic lanes, as recommended in the year 2035 regional transportation plan, could be readily provided between CTH I and Ulao Street, as follows:

- Between CTH I and Hillcrest Road – Improve and widen STH 33 generally within the existing right-of-way (74 to 160 feet) to a four-traffic-lane facility;

- Between Hillcrest Road and CTH O – Provide four traffic lanes on existing roadway (44 feet from curb to curb) by prohibiting parking along STH 33. Upon reconstruction, this roadway could be considered for widening to 48 feet; and

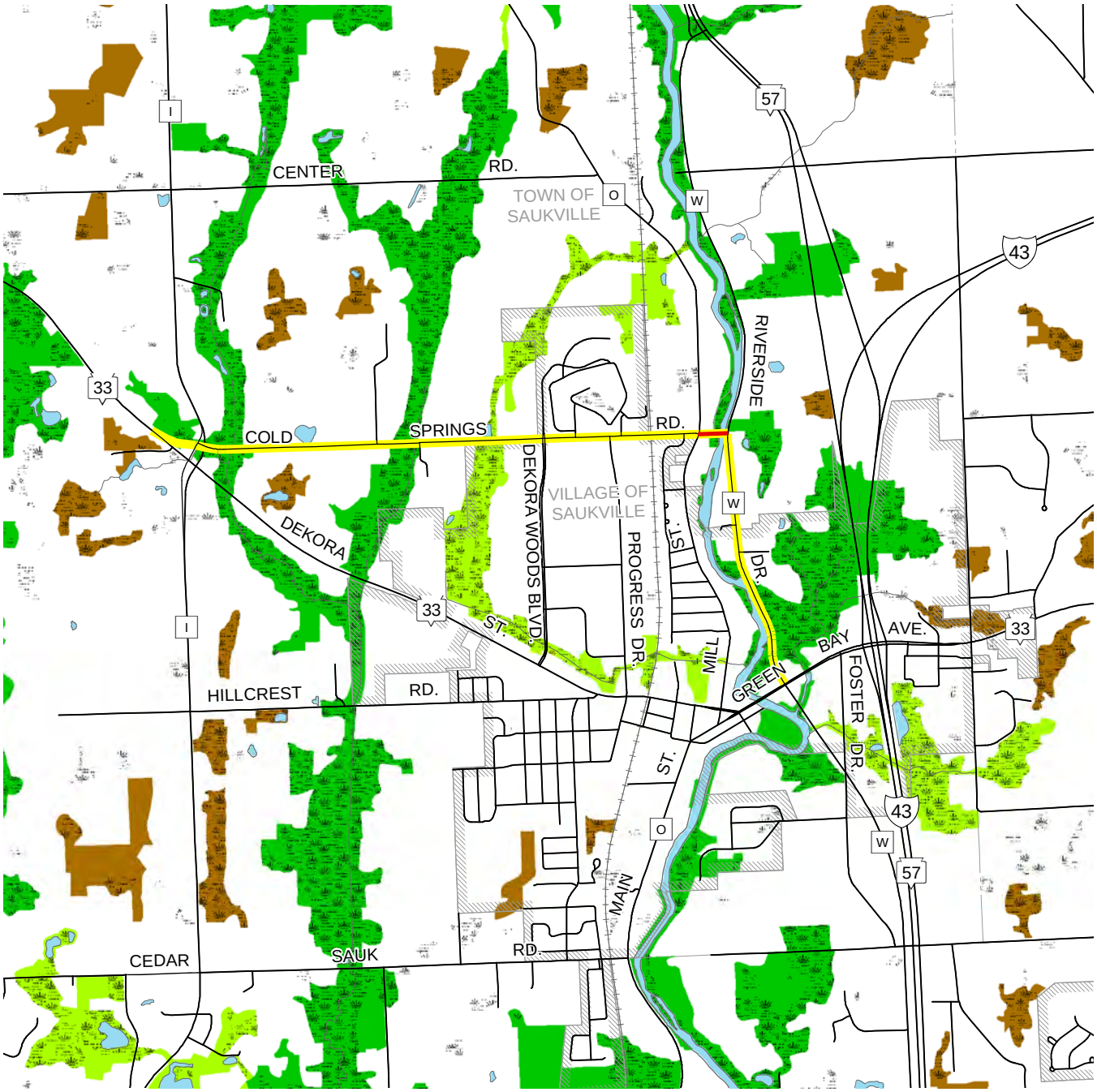
- Between CTH O and 150 feet east of Ulao Street – Four traffic lanes may be readily provided on STH 33 just east of the intersection of STH 33 and CTH O on existing roadway (52 feet from curb to curb) by eliminating the exclusive left-turn lane and providing through-left-turn and through-right-turn lanes. However, only three traffic lanes along STH 33 may be possible—one for westbound traffic and two for eastbound traffic—through the intersection of STH 33, E. Green Bay Avenue, and Ulao Street on the existing roadway given the skew of the west leg of STH 33 at the intersection.

In addition to the provision of four traffic lanes on STH 33 potentially not being possible through the intersection of STH 33, E. Green Bay Avenue, and Ulao Street, this alternative would not be expected to divert truck traffic from the Village's industrial and business park, located north of STH 33, from the Village's downtown area as recommended in the Village's downtown revitalization plan and year 2035 comprehensive plan. As well, the Village may not be willing to restrict parking along STH 33 between Hillcrest Road and CTH O.

As an alternative, bypass routes for STH 33 north and south of the Village were considered. One alternative considered was the provision of a northern bypass of STH 33 generally over Cold Springs Road between CTH I and CTH O and its extension between CTH O and CTH W and over CTH W between the Cold Springs Road extension and STH 33 (see Map 2.6). This alternative would include the crossing of the Milwaukee River between CTH O and CTH W, as currently recommended in the regional transportation plan. This alternative northern bypass route of STH 33 would have the potential to divert truck traffic generated from the Village's industrial and business park from most of the Village's downtown area. Further, this alternative may be expected to divert some traffic—about 1,500 to 3,000 vehicles per average weekday—from STH 33 between CTH I and CTH W, which would potentially eliminate the need for the provision of four traffic lanes on STH 33 between CTH I and N. Dekorah Woods Boulevard. However, four traffic lanes may still be needed along the segment of STH 33 between N. Dekorah Woods Boulevard and 150 feet east of Ulao Street.

Another alternative considered was the provision of a northern bypass of STH 33 generally over Cold Springs Road between CTH I and CTH O and its extension between CTH O and STH 33 connecting with STH 33 at Foster Drive (see Map 2.7). This alternative would as well include a crossing of the Milwaukee River between CTH O and CTH W. This alternative northern bypass route of STH 33 would have the potential to divert truck traffic generated from the Village's industrial and business park from the Village's downtown area. Further, this alternative route would be expected to divert some traffic—about 2,000 to 4,500 vehicles per average weekday—from STH 33 between CTH I and CTH W, which would potentially eliminate the need for the provision of four traffic lanes on STH 33 between CTH I and S. Main Street. However, four traffic lanes may still be needed along the segment of STH 33 between S. Main Street and 150 feet east of Ulao Street. The extension of Cold Springs Road between CTH O and STH 33 would be expected to have significant impacts on primary environmental corridor including wetlands, and would potentially impact an existing park.

Map 2.6
Potential Northern STH 33 Bypass Along Cold Springs Road and its Extension Between CTH I and CTH W and Along CTH W Between the Cold Springs Road Extension and STH 33



ENVIRONMENTAL CORRIDORS

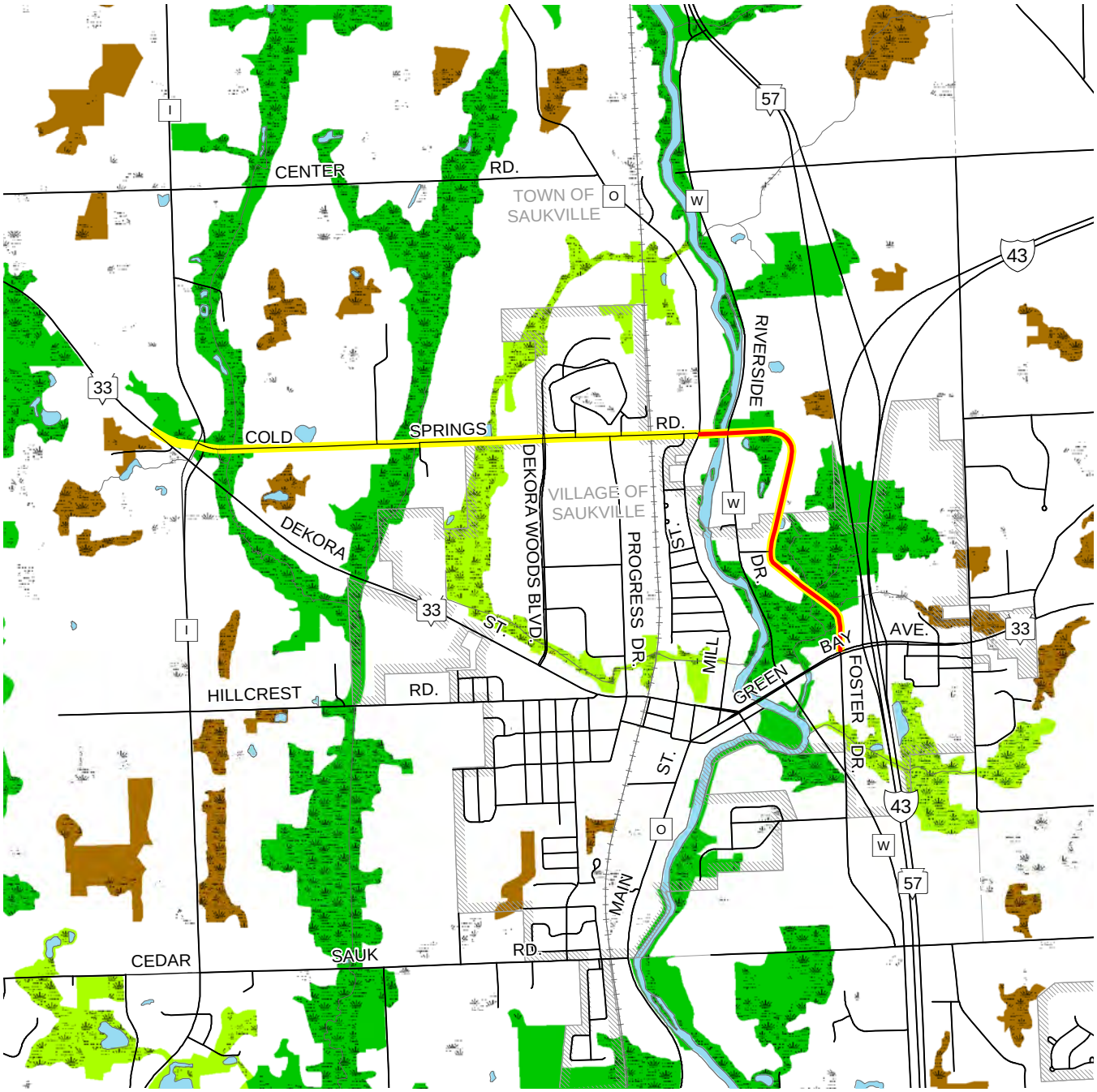
- ALTERNATIVE NORTHERN STH 33 BYPASS ROUTE
- POTENTIAL EXTENSION OF COLD SPRINGS ROAD BETWEEN CTH O AND CTH W
- PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR
- ISOLATED NATURAL RESOURCE AREA
- SURFACE WATER
- WETLAND

N

0 0.5 Miles

Source: SEWRPC

Map 2.7
Potential Northern STH 33 Bypass Along Cold Springs Road Between CTH I and CTH O and Along an Extension of Cold Springs Road Between CTH O and STH 33



ENVIRONMENTAL CORRIDORS

- ALTERNATIVE NORTHERN STH 33 BYPASS ROUTE
- POTENTIAL EXTENSION OF COLD SPRINGS ROAD BETWEEN CTH O AND STH 33
- PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR
- ISOLATED NATURAL RESOURCE AREA
- SURFACE WATER
- WETLAND

N

0 0.5 Miles

Source: SEWRPC

Another alternative considered was the provision of a northern bypass of STH 33 generally over Cold Springs Road and its extension between CTH I and the IH 43/STH 57 interchange and over IH 43 between the IH 43/STH 57 interchange and STH 33, as suggested by the Village of Saukville (see Map 2.8). This alternative would as well include a crossing of the Milwaukee River between CTH O and CTH W, and a reconfiguration of the existing IH 43/STH 57 system interchange to accommodate the alternative STH 33 bypass. Map 2.8 shows a conceptual layout for the reconfiguration of the existing IH 43/STH 57 interchange. The reconfiguration of the interchange shown on this map does not include ramps to connect the west leg of the STH 33 bypass over Cold Springs Road and the north leg of STH 57. Vehicles needing to make such movements would be able to do so over the segment of Riverside Drive (CTH W) between Cold Springs Road and STH 57.

This alternative northern bypass route of STH 33 would provide the Village's business and industrial parks with direct access to IH 43. This alternative route would be expected to divert enough traffic—about 5,000 to 8,000 vehicles per average weekday—to potentially eliminate the need for the provision of four traffic lanes on STH 33 between CTH I and Main Street. However, four traffic lanes may still be needed along the segment of STH 33 between Main Street and 150 feet east of Ulao Street. As well, the reconfigured interchange would need to be built to modern interchange design standards—with right-hand merge and diverge lanes—for on-and-off ramps with a significant cost of construction and impacts to primary environmental corridors including wetlands. In addition, the reconfigured interchange would potentially present interchange spacing problems and concerns with the existing IH 43 interchange at STH 33.

Another alternative considered, but rejected, was the provision of a southern bypass of STH 33 generally along CTH I, Cedar Sauk Road and its extension, and IH 43. The alternative would include a crossing of the Milwaukee River between CTH O and CTH W and a new IH 43 interchange at Cedar Sauk Road and its extension over the Milwaukee River. However, given the substantial indirection associated with this alternative bypass route, it is unlikely that this alternative route would be expected to divert enough traffic to potentially eliminate the need for the provision of four traffic lanes on STH 33 between CTH I and Ulao Street.

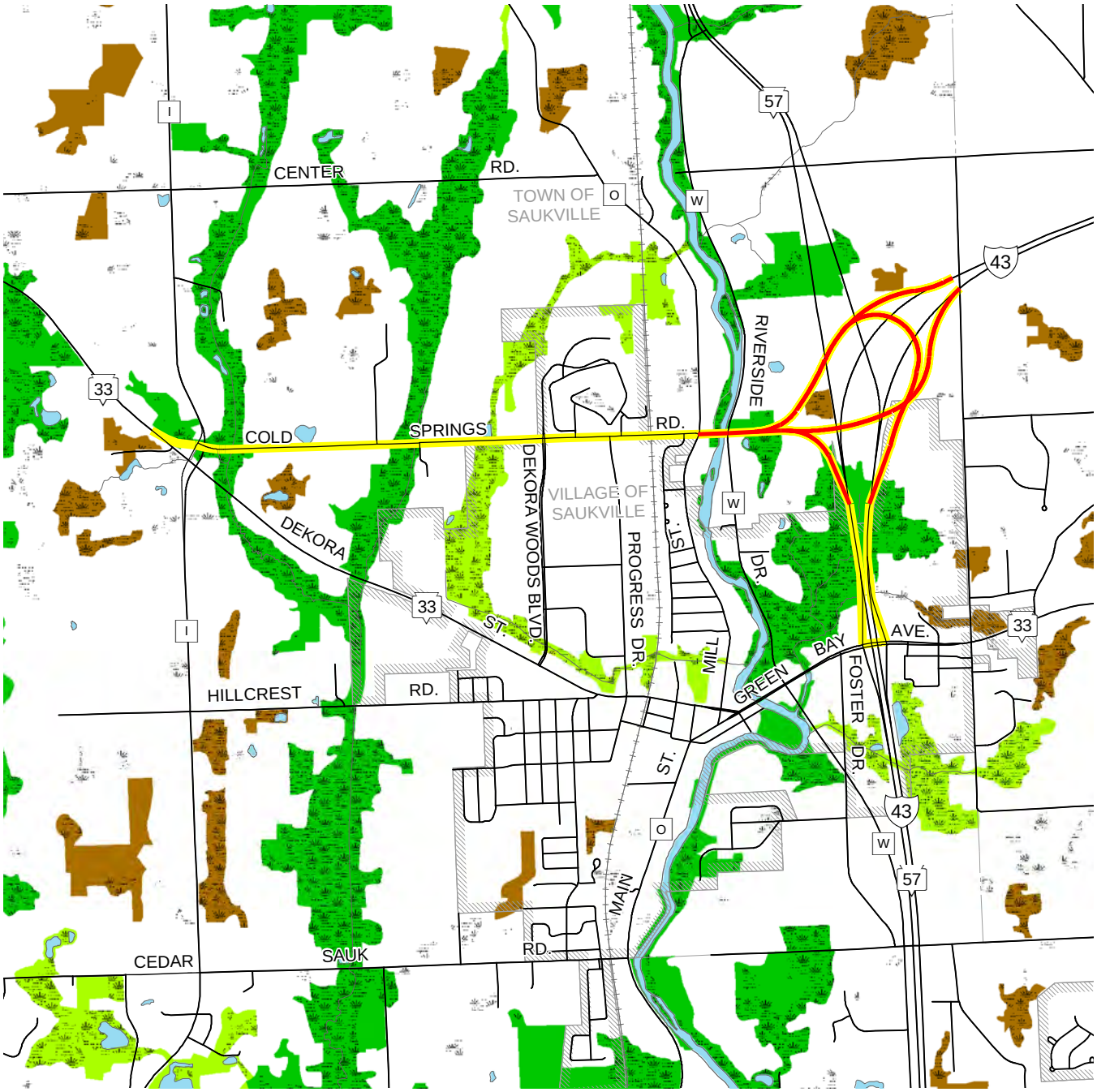
The Ozaukee County Jurisdictional Highway Planning Committee recommended that the Ozaukee County jurisdictional highway system plan include a STH 33 bypass over Cold Springs Road and its extension between CTH I and IH 43, including upgrading the existing IH 43/STH 57 system interchange to accommodate all traffic movements to and from the STH 33 bypass, and over IH 43 from the Cold Springs Road extension to the existing IH 43 interchange at STH 33. A potential ramp layout for the IH 43/STH 57 interchange to accommodate traffic in all directions is shown on Map 2.9. The Committee also recommended that the plan continue to recommend the widening of STH 33 from two to four traffic lanes between CTH I and approximately 150 feet east of Ulao Street.

Consider W. Norport Drive Between N. Wisconsin Street (STH 32) and N. Grant Street and its Extension Between N. Grant Street and CTH LL as an Alternative to the Planned Arterial of W. Walters Street Between N. Wisconsin Street (STH 32) and N. Grant Street and its Extension Between N. Grant Street and CTH LL

Both the year 2035 regional transportation plan and the Ozaukee County jurisdictional highway system plan have long included W. Walters Street between Wisconsin Street (STH 32) and N. Grant Street and its extension between N. Grant Street and CTH LL as a planned east-west arterial facility providing desirable spacing to serve the existing and planned urban development in the northwestern Port Washington area (see Map 2.10). In addition, the extension of W. Walters Street between N. Grant Street and CTH LL is recommended in the City of Port Washington's year 2035 comprehensive plan. However, City officials requested that W. Norport Drive between STH 32 and N. Grant Street and its extension between N. Grant Street and CTH LL be considered as an alternative to the long planned arterial of W. Walters Street between STH 32 and N. Grant Street and its extension between N. Grant Street and CTH LL.

In an existing and planned urban area of medium density the year 2035 regional transportation plan recommends a grid of arterial streets at approximately one-mile spacing. W. Walters Street is located about 0.8 miles north of W. Grand Avenue (STH 32) and about 0.9 miles south of CTH LL. In comparison, W. Norport Drive is located approximately 1.3 miles north of STH 32 and approximately 0.4 mile south of CTH LL (see Map 2.10). Thus, W. Walters Street and its extension would better provide the desirable one-mile arterial spacing in the northwest portion of the Port Washington area consistent with the planned urban development in the City of Port Washington year 2035 comprehensive plan (see Map 2.11).

Map 2.8
Potential Northern STH 33 Bypass Along Cold Springs Road Between CTH I and the IH 43/STH 57 Interchange and Along IH 43 Between the IH 43/STH 57 Interchange and Along IH 43 Between the IH 43/STH 57 Interchange and STH 33



ENVIRONMENTAL CORRIDORS

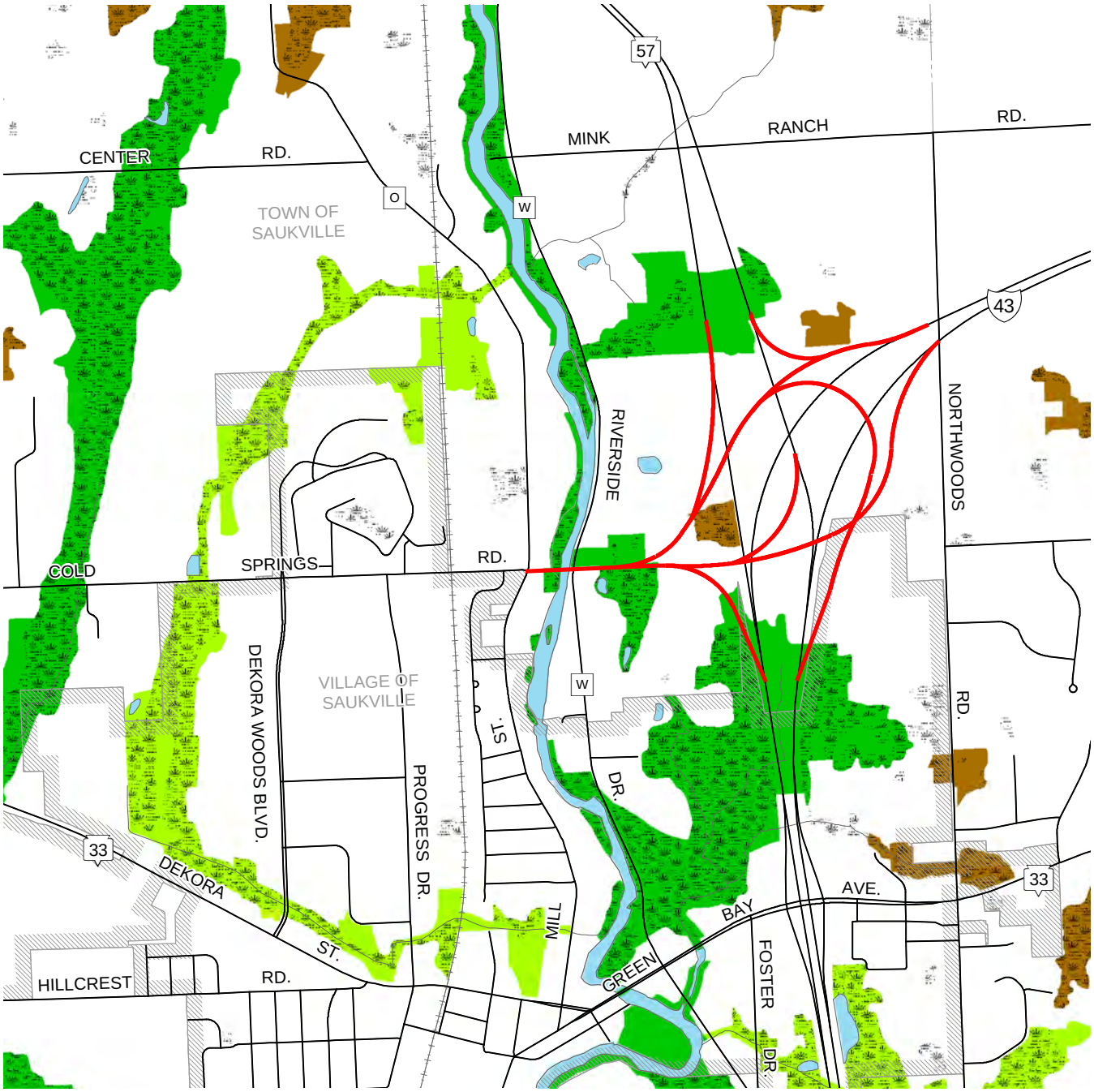
- ALTERNATIVE NORTHERN STH 33 BYPASS ROUTE
- POTENTIAL INTERCHANGE RECONFIGURATION (NEW ROADWAY AND RAMPS)
- PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR
- ISOLATED NATURAL RESOURCE AREA
- SURFACE WATER
- WETLAND

N

0 0.5 Miles

Source: SEWRPC

Map 2.9
Possible Layout for the IH 43/STH 57 Interchange to Accommodate the Potential STH 33 Bypass



ENVIRONMENTAL CORRIDORS

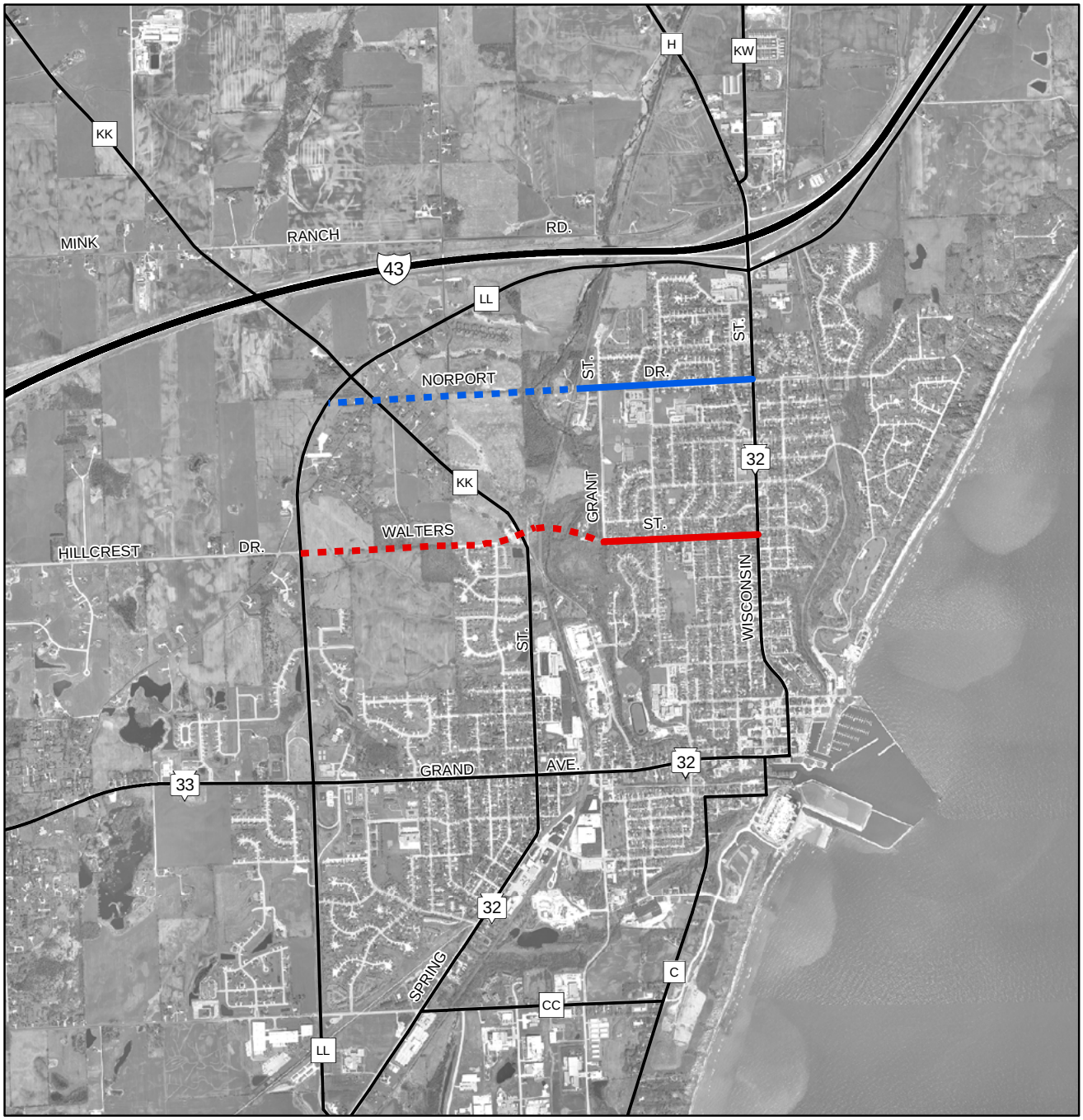
- POTENTIAL INTERCHANGE RECONFIGURATION (NEW ROADWAY AND RAMPS)
- PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR
- ISOLATED NATURAL RESOURCE AREA
- SURFACE WATER
- WETLAND

N

0 0.4 Miles

Source: SEWRPC

Map 2.10
Norport Drive Extension Alternative to the Planned Extension of Walters Street Between CTH LL and Grant Street in the City of Port Washington



ARTERIAL STREET OR HIGHWAY

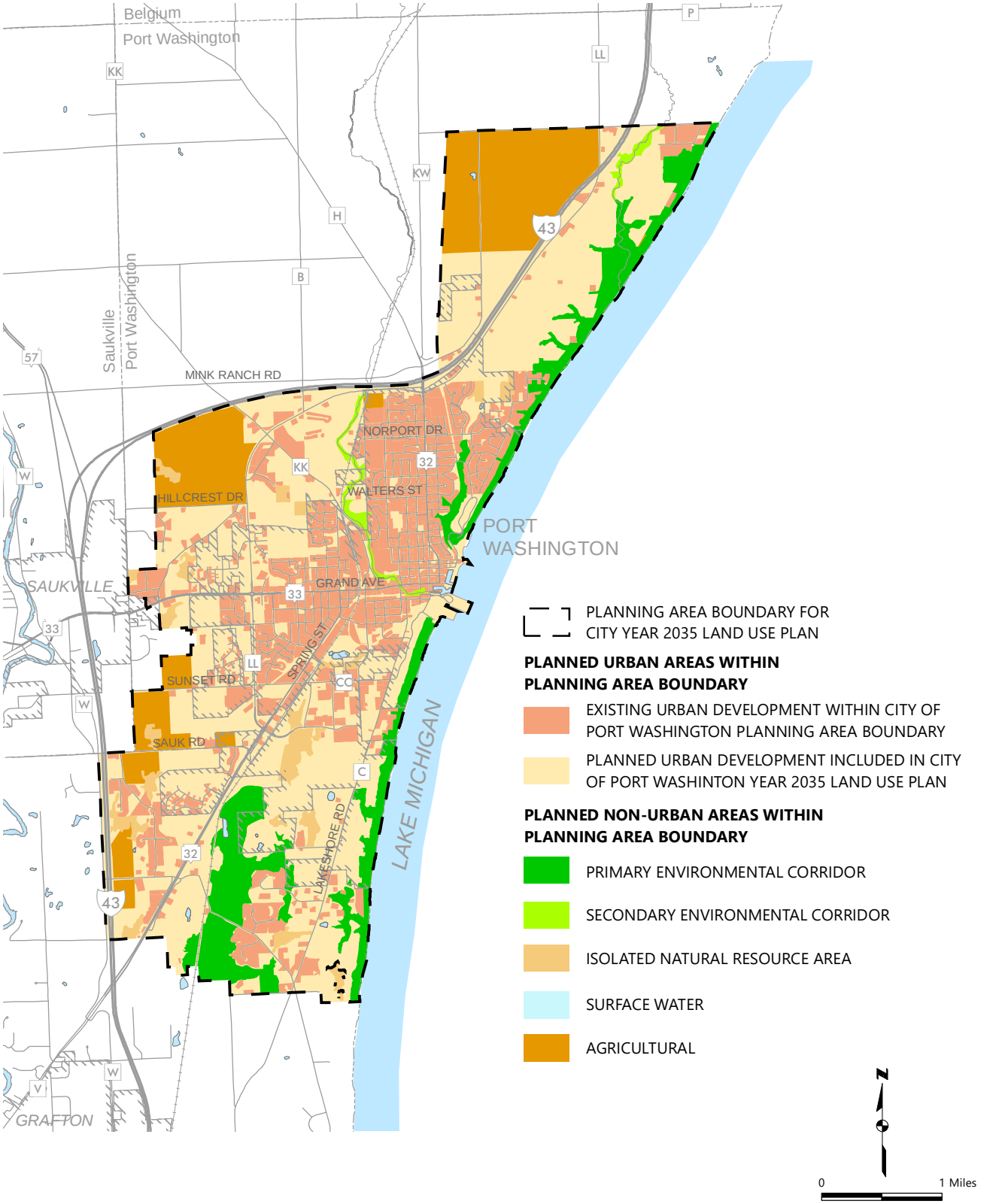
- EXISTING WALTERS STREET
- PLANNED EXTENSION OF WALTERS STREET
- EXISTING NORPORT DRIVE
- ALTERNATIVE EXTENSION OF NORPORT DRIVE
- OTHER PLANNED ARTERIALS

N

0 1 Miles

Source: SEWRPC

Map 2.11
Planned Urban Development Included in the City of Port Washington Land Use Plan: 2035



Source: City of Port Washington, Ozaukee County, and SEWRPC

Therefore, it is recommended that W. Walters Street between STH 32 and N. Grant Street and its extension between N. Grant Street and CTH LL be retained in the Ozaukee County jurisdictional highway plan map and the year 2035 regional transportation system plan as a planned arterial. A preliminary engineering study should be undertaken by the City of Port Washington to establish the location of the planned arterial street. Such a study could consider alternative locations for the planned east-west arterial between STH 32 and CTH LL, which could include W. Norport Drive in addition to the W. Walters Street alignment.

Reconsider the Proposed Removal from the Planned Arterial System of CTH B Between CTH A and CTH LL

In rural areas, it is recommended that arterial facilities be provided at intervals of no less than two miles in each direction. This stretch of CTH B between CTH A and CTH LL is located in an area planned to remain rural. This stretch of CTH B is about one mile west of CTH KW and about 1.5 miles east of CTH KK, which are both planned arterials (see Map 2.12). Recommending this stretch of CTH B as a planned arterial would result in arterial spacing of one to one and one-half miles.

Moreover, the current year 2010 average weekday traffic volume on the segment of CTH B between CTH A and CTH LL is about 400 vehicles per average weekday, which would not warrant classification as an arterial. Accordingly, it is recommended that the Ozaukee County jurisdictional highway system plan continue to include CTH B between CTH A and CTH LL as a non-arterial facility in the Towns of Belgium and Port Washington based on planned development.

Reconsider the Proposed Removal from the Planned Arterial System of CTH I Between CTH Z and CTH A

In rural areas, it is recommended that arterial facilities be provided at intervals of no less than two miles in each direction. This stretch of CTH I between CTH Z and CTH A is located in an area planned to remain rural. The segment of CTH I is about 0.5 to 0.8 miles east of CTH H and about 1.7 to 2.0 miles west of STH 57, which are both planned arterials (see Map 2.13). Recommending this stretch of CTH I as a planned arterial would result in arterial spacing of one-half mile.

Also, the current year 2010 average weekday traffic volume on the segment of CTH I between CTH Z and CTH A is about 600 vehicles per average weekday, which would not warrant classification as an arterial. Accordingly, it is recommended that the Ozaukee County jurisdictional highway system plan continue to show CTH I between CTH Z and CTH A as a non-arterial facility in the Town of Fredonia based on planned development.

Consider as an Addition to the Planned Arterial System Cedar Creek Road Between the Planned Extension of 1st Avenue and CTH I

In an existing or planned urban area of medium density, the year 2035 regional transportation plan recommends a grid of arterial streets at approximately one-mile spacing. This segment of Cedar Creek Road is located about 1.0 mile north of STH 60 (See Map 2.14). Therefore, the addition of Cedar Creek Road between the planned extension of 1st Avenue and CTH I would provide the desirable one-mile spacing consistent with the planned medium density development in the northern Grafton/Cedarburg area. Accordingly, it is recommended that the Ozaukee County jurisdictional highway system plan recommend Cedar Creek Road between the planned extension of 1st Avenue and CTH I be added to the planned arterial street and highway system.

Consider S. Wisconsin Street Between W. Chestnut Street and CTH C as a Planned Arterial Rather than W. Chestnut Street Between S. Wisconsin Street and S. Division Street and S. Division Street Between W. Chestnut Street and S. Wisconsin Street/W. Sunset Road (CTH CC)

Ozaukee County requested that the recently constructed extension of S. Wisconsin Street between W. Chestnut Street and CTH C serve as a planned arterial facility rather than W. Chestnut Street between S. Wisconsin Street and S. Division Street and S. Division Street between W. Chestnut Street and S. Wisconsin Street/W. Sunset Road (CTH CC) (See Map 2.15). The extended S. Wisconsin Street provides a more direct route between Grand Avenue (STH 32) in the downtown area and CTH C and CTH CC south of downtown. In addition, the extended section of S. Wisconsin Street provides limited access to abutting property and would serve primarily through traffic, as opposed to W. Chestnut Street and S. Division Street, which are partially located within a residential area.

Map 2.12
CTH B Between CTH A and CTH LL

ARTERIAL STREET OR HIGHWAY

EXISTING CTH B

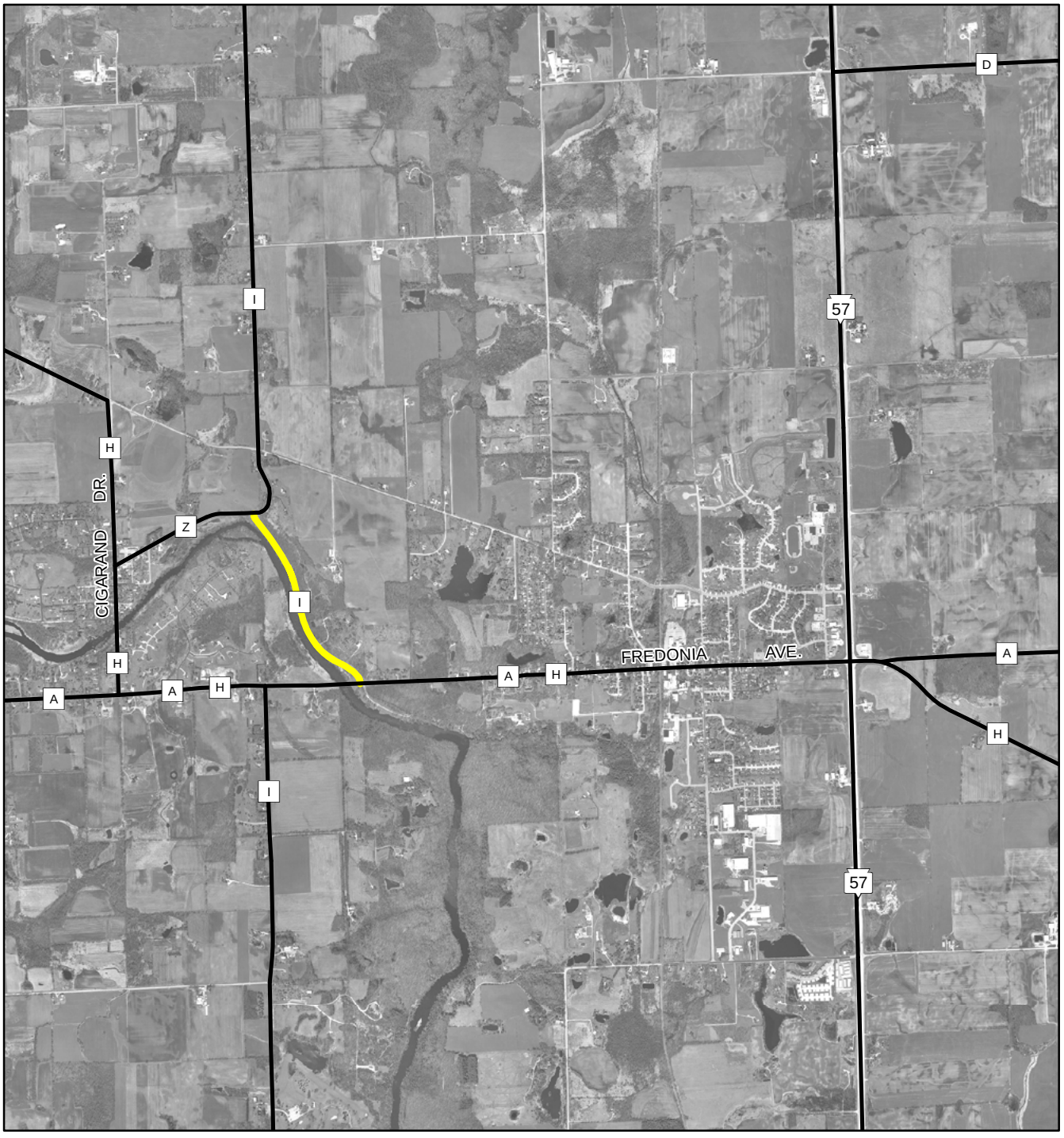
OTHER PLANNED ARTERIALS

N

0 2 Miles

Source: SEWRPC

Map 2.13
CTH H, CTH I, and CTH Z in the Town of Fredonia



ARTERIAL STREET OR HIGHWAY

EXISTING CTH I

OTHER PLANNED ARTERIALS

N

0 1 Miles

Source: SEWRPC

Map 2.14
Cedar Creek Road Between CTH I and the Planned Extension of 1st Avenue

ARTERIAL STREET OR HIGHWAY

- CEDAR CREEK ROAD
- OTHER PLANNED ARTERIALS

N

0 1 Miles

Source: SEWRPC

Map 2.15
Wisconsin Street Between Chestnut Street and Division Street (CTH C)

ARTERIAL STREET OR HIGHWAY

- SOUTH WISCONSIN STREET
- OTHER PLANNED ARTERIALS

N

0 0.2 Miles

Source: SEWRPC

Accordingly, it is recommended that the Ozaukee County jurisdictional highway system plan recommend that S. Wisconsin Street between W. Chestnut Street and CTH C serve as a planned arterial facility rather than W. Chestnut Street between S. Wisconsin Street and S. Division Street and S. Division Street between W. Chestnut Street and S. Wisconsin Street/CTH CC.

Preliminary Recommended Functional Improvements in the Ozaukee County Jurisdictional Highway System Plan Update

Map 2.16 shows the functional improvements in Ozaukee County preliminarily recommended in the year 2035 regional transportation plan, including all changes discussed and agreed to by the Jurisdictional Highway Planning Committee as part of this jurisdictional highway system planning effort.

Jurisdictional Highway Transfers Completed in Ozaukee County Since Adoption of the First Ozaukee County Jurisdictional Highway System Plan in 1973

Progress made to date in implementing the jurisdictional transfer element of the Ozaukee County jurisdictional highway system plan is summarized in Table 2.4 and Map 2.17. Since 1973, approximately 27.1 miles of highway have been added to the state trunk highway system, including both new facilities and the transfer of County or local facilities. During the same time period, about 46.9 miles of state trunk highway were transferred to the County or local units of government. Thus, the state trunk highway system has experienced a net decrease of about 19.8 miles. During the same time period, about 41.6 miles of facilities were added to the county trunk highway system, including through the transfer of State or local facilities. During the same time period, about 7.1 miles of county trunk highways were transferred to the State or local units of government. Thus, the county trunk highway system has experienced a net increase of about 34.5 miles. Finally, about 13.4 miles of facilities were added to the local arterial system through the construction of new facilities or transfer of State or County facilities. During the same time period, about 8.9 miles of local arterials were transferred to the County or the State. Thus, the local arterial system has experienced a net increase of about 4.5 miles.

Current Jurisdictional Transfer Recommendations for Ozaukee County

Map 2.18 displays the current Ozaukee County jurisdictional highway system plan, which includes the functional improvement recommendations in the year 2035 regional transportation plan, and extends to the year 2035 jurisdictional responsibility recommendations from the year 2020 Ozaukee County jurisdictional highway system plan. Map 2.19 displays the changes in planned jurisdictional responsibility under the current Ozaukee County jurisdictional highway system plan. The review of those jurisdictional responsibility recommendations are a primary subject of this report.

Potential Jurisdictional Highway Transfers to be Addressed During the Ozaukee County Jurisdictional Highway System Plan Review and Update

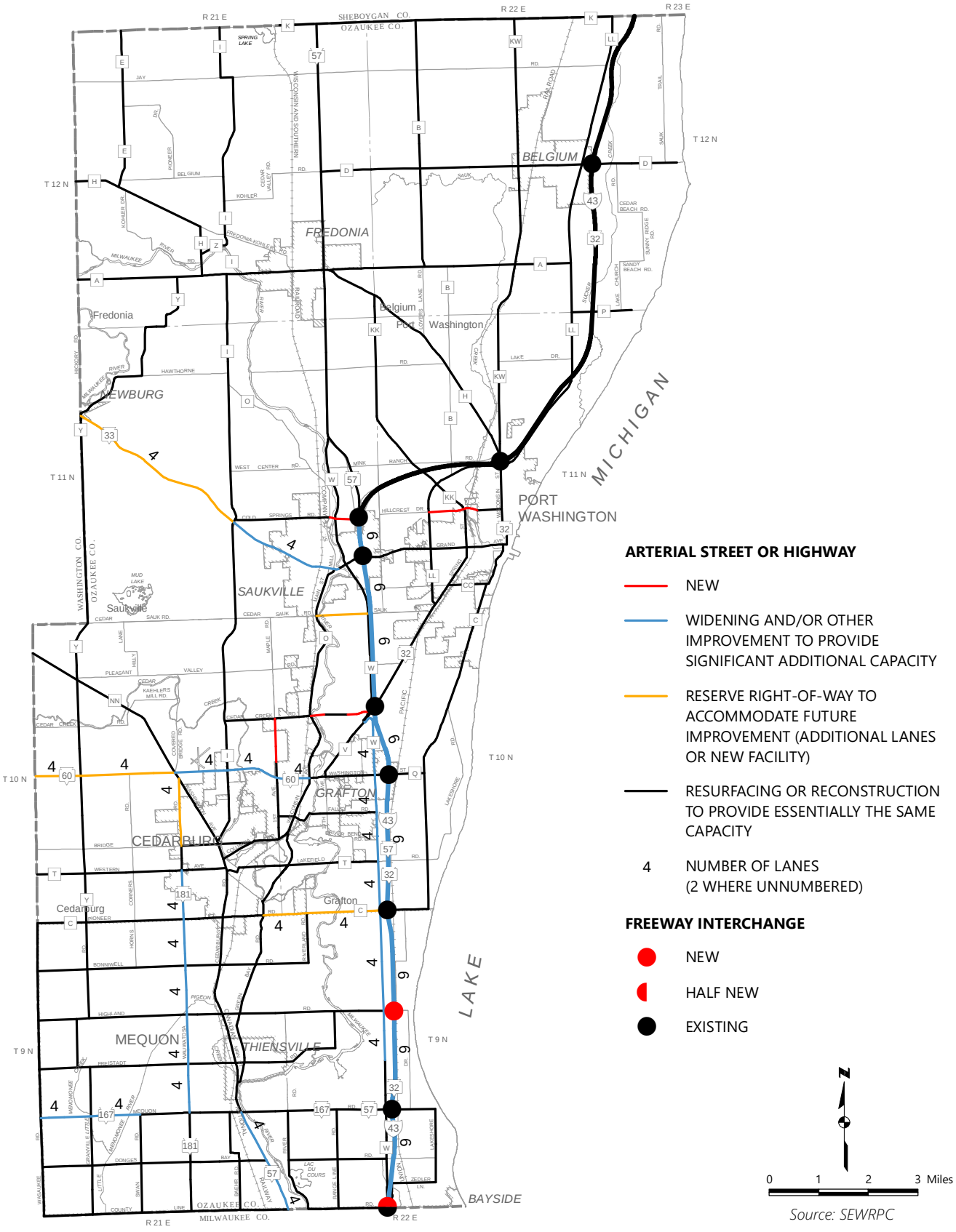
The Ozaukee County jurisdictional highway system plan update will provide a review, reevaluation, and recommendations as to which level and agency of government should have jurisdictional responsibility for each segment of arterial street and highway in Ozaukee County through the development and application of jurisdictional classification criteria. In addition, members of the Ozaukee County Jurisdictional Highway Planning Committee have requested specific consideration be given to the following facilities:

- Reconsider the proposed local jurisdiction for the extension of Cedar Creek Road between N. Green Bay Road (CTH O) and CTH W
- Reconsider the planned jurisdiction as a local nonarterial of CTH B between CTH LL and CTH A

At their October 1, 2013, meeting, members of the Ozaukee County Jurisdictional Highway Planning Committee asked that additional consideration be given with respect to the following facilities:

- Reconsider the planned jurisdiction as a local nonarterial of CTH I between CTH Z and CTH A
- Reconsider the existing and proposed County jurisdiction of CTH C between W. Sunset Road (CTH CC) and Grand Avenue (STH 32)

Map 2.16
Preliminary Recommended Functional Improvements in the Year 2035
Ozaukee County Jurisdictional Highway System Plan



Source: SEWRPC

Table 2.4
Jurisdictional Highway System Transfers Completed in Ozaukee County: 1973-2013

	Facility	Limits	Municipality	Length (miles)
Transfers to State/New Facilities	New State Facility			
	IH 43	STH 32 to Ozaukee-Sheboygan County Line	Town of Belgium, Town of Grafton, Town of Port Washington, Village of Saukville, and Town of Saukville	16.9
	STH 57	IH 43 to CTH W	Town of Saukville	1.6
	County to State			
	CTH Q (STH 60)	CTH V (Grafton Avenue) to IH 43	Village and Town of Grafton	1.4
	CTH N (STH 181)	CTH C (Pioneer Road) to Washington Avenue	City and Town of Cedarburg	2.9
	Local to State			
	Wauwatosa Road (STH 181)	STH 167 (Mequon Road) to CTH C (Pioneer Road)	City of Mequon	4.3
	Subtotal	--	--	27.1
Transfers to County/New Facilities	State to County			
	STH 32 (CTH LL)	Ozaukee-Sheboygan County Line to STH 32	Village of Belgium, Town of Belgium, City of Port Washington, and Town of Port Washington	13.8
	STH 84 (CTH H)	Ozaukee-Washington County Line to IH 43	Town of Belgium, Village of Fredonia, Town of Fredonia, and Town of Port Washington	11.8
	STH 57 (CTH W)	0.7 mile north of Mink Ranch Road to CTH V	Town of Grafton, Village of Saukville, and Town of Saukville	6.0
	STH 57 (CTH V)	CTH W to STH 60 (Washington Street)	Village of Grafton and Town of Grafton	1.5
	STH 143 (CTH NN)	Ozaukee-Washington County Line to STH 60	Town of Cedarburg	3.9
	Local to County			
	CTH C (Pioneer Road)	Green Bay Road to Town of Cedarburg/Town of Grafton Line	Town of Cedarburg and City of Mequon	0.3
	CTH C (Pioneer Road)[a]	Town of Cedarburg/Town of Grafton Line to 200 feet east of High Forest Drive	Town of Grafton and City of Mequon	0.1
	CTH C (Pioneer Road)[a]	City of Cedarburg limits to 0.12 mile west of Riverland Road	City of Cedarburg and City of Mequon	0.1
	CTH C (Pioneer Road)[a]	Riverland Road to 400 feet east of Klug Lane	Town of Grafton and City of Mequon	0.6
	CTH C (Pioneer Road)	400 feet east of Klug Lane to CTH W (Port Washington Road)	Town of Grafton and City of Mequon	0.9
	CTH C (Pioneer Road)[a]	CTH W (Port Washington Road) to IH 43	Town of Grafton and City of Mequon	0.1
	CTH C (Pioneer Road)	Lake Shore Drive to Ulao Parkway	Town of Grafton and City of Mequon	0.5
	CTH C (Pioneer Road)[a]	STH 181 (Wauwatosa Road) to Pine Bluff	Town of Cedarburg and City of Mequon	0.3
	CTH C (Pioneer Road)[a]	City of Cedarburg/City of Mequon Line to 130 feet west of Pioneer Court	City of Cedarburg and City of Mequon	0.1
	CTH C (Pioneer Road)[a]	City of Cedarburg Limits to Green Bay Road	Town of Cedarburg and City of Mequon	0.1
	CTH C (Pioneer Road)	Wasaukee Road to 0.5 mile west of Granville Road (CTH Y)	Town of Cedarburg and City of Mequon	0.5
	CTH C (Pioneer Road)	Granville Road (CTH Y) to Horns Corners Road/Davis Road	Town of Cedarburg and City of Mequon	1.0
	Subtotal	--	--	41.6

Table continued on next page.

Table 2.4 (Continued)

	Facility	Limits	Municipality	Length (miles)
Transfers to Local/New Facilities	New Local Facility Falls Road	1st Avenue to 12th Avenue	Village of Grafton	0.7
	State to Local STH 57 (Columbia Avenue/Wisconsin Avenue)	Washington Avenue to STH 60 (Washington Street)	City of Cedarburg, Town of Cedarburg, and Village of Grafton	2.7
	STH 57/STH 143 (Washington Avenue)	STH 167 (Mequon Road) to STH 181 (Wauwatosa Road)	City of Cedarburg, Town of Cedarburg, City of Mequon, and Village of Thiensville	7.2
	County to Local CTH I (Sheboygan Drive)	Dorchester Drive to Oxford Drive	City of Cedarburg	0.2
	CTH T (Western Avenue)	Webster Avenue to Madison Avenue	City of Cedarburg	0.5
	CTH C (Pioneer Road)	Washington Avenue to City of Cedarburg/ City of Mequon Line	City of Cedarburg and City of Mequon	0.5
	CTH C (Pioneer Road)	City of Cedarburg Limits to Green Bay Road	Town of Cedarburg and City of Mequon	0.1
	Wasaukee Road[b]	CTH C (Pioneer Road) to 0.5 mile south of Bonniwell Road	City of Mequon	1.5
	Subtotal	--	--	13.4
	Total	--	--	82.1

[a] *This roadway segment was originally under Ozaukee County's jurisdiction. It was transferred from County to municipal jurisdiction at one time, but has now been transferred back to Ozaukee County.*

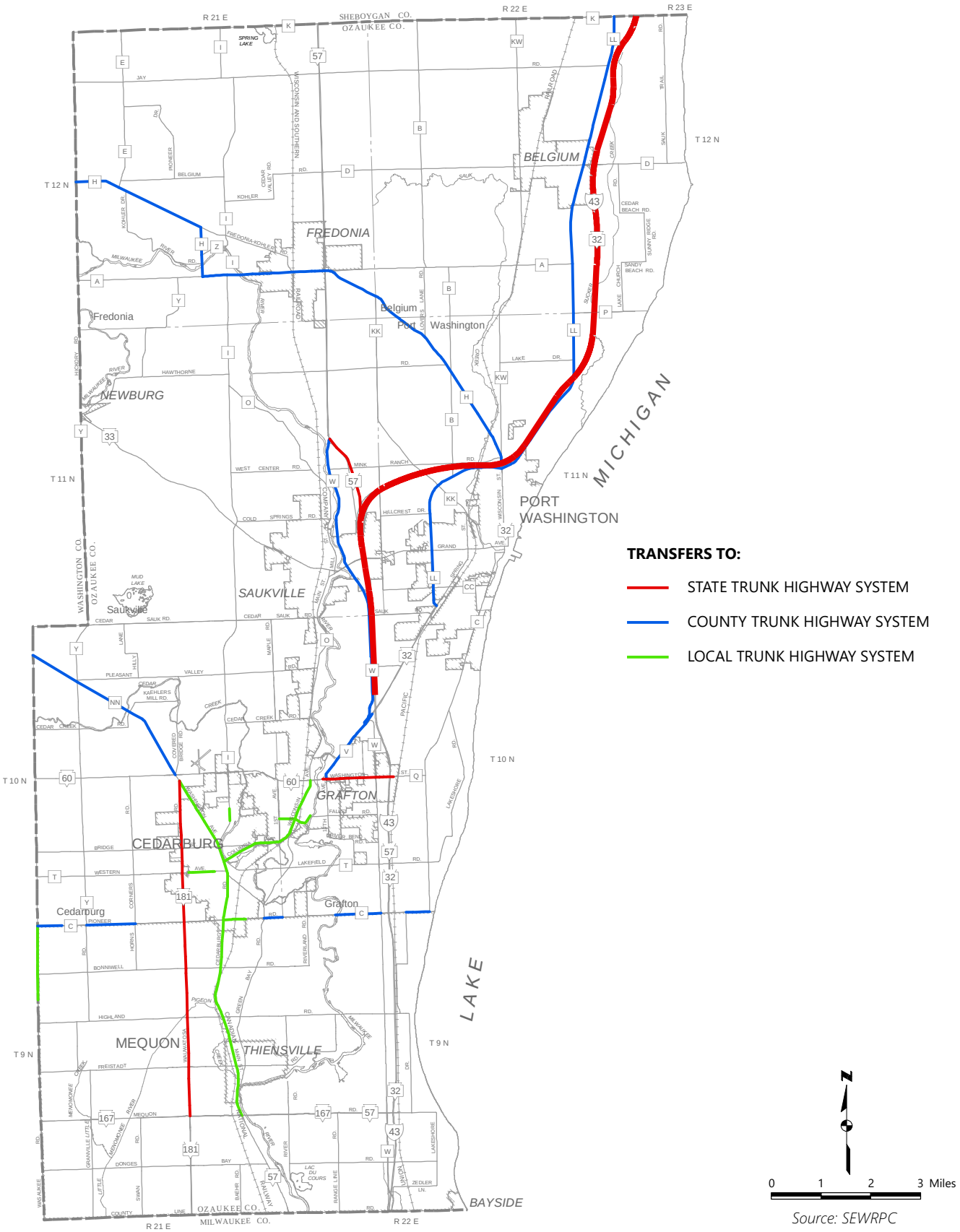
[b] *The Ozaukee County side of Wasaukee Road between Freistadt Road and Pioneer Road (CTH C) is under the jurisdiction of the City of Mequon, and the Washington County side is under the jurisdiction of Washington County.*

Source: SEWRPC

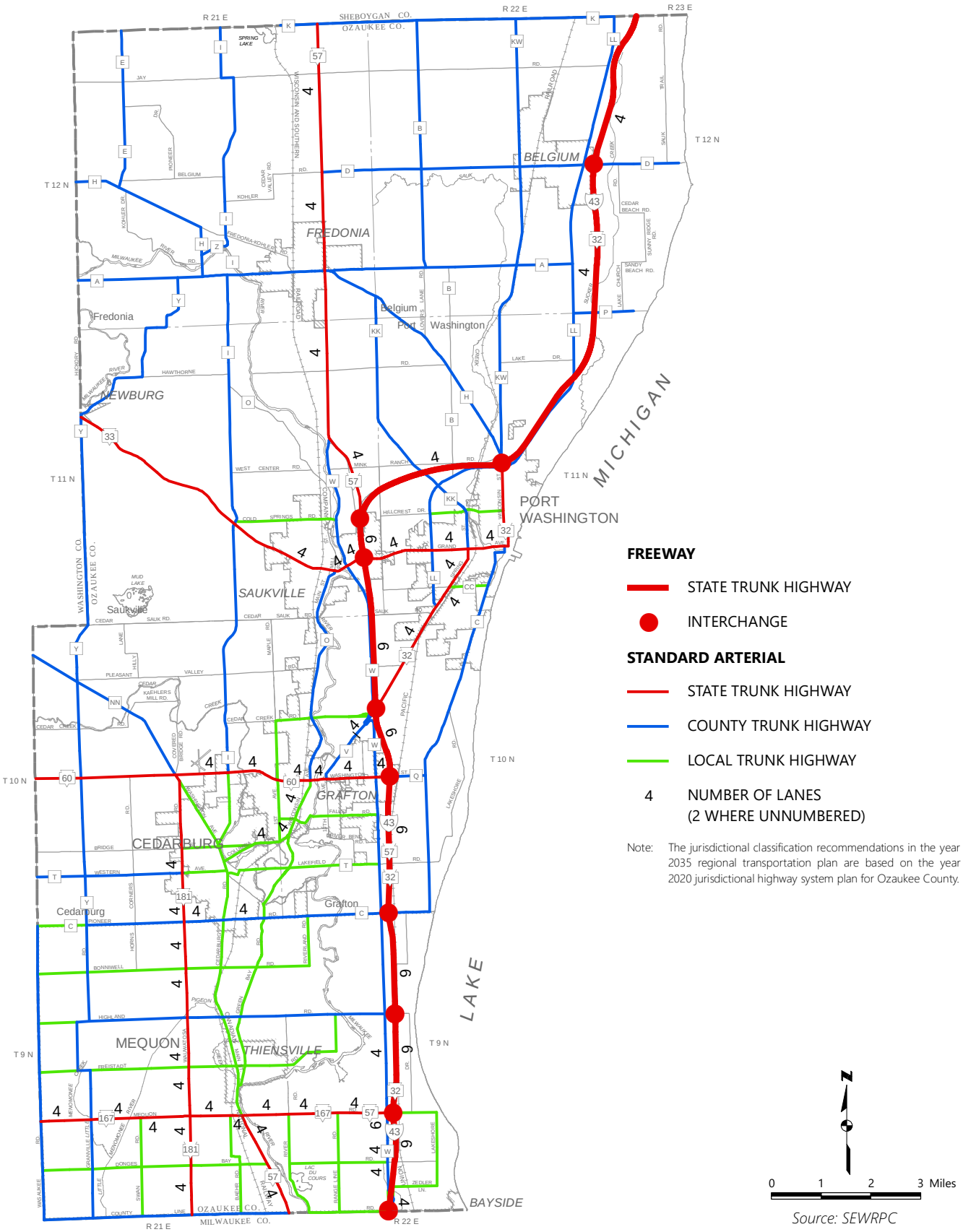
- Reconsider the proposed local jurisdiction of CTH CC between CTH C and S. Spring Street (STH 32)
- Reconsider the proposed local jurisdiction of Lakefield Road (CTH T) between the Village of Cedarburg municipal boundary and N. Port Washington Road (CTH W)

The development of jurisdictional classification criteria which provides an objective and rational basis for the assignment of jurisdictional responsibility for the various segments of the existing and planned arterial street and highway system in Ozaukee County, including those listed above, is documented in Chapter 3 of this report. The application of those jurisdictional classification criteria to the Ozaukee County functional arterial street and highway system plan and recommendations in response to specific jurisdictional issues raised by Committee members are documented in Chapter 4 of this report.

Map 2.17
Jurisdictional Highway System Transfers Completed in Ozaukee County: 1973-2013



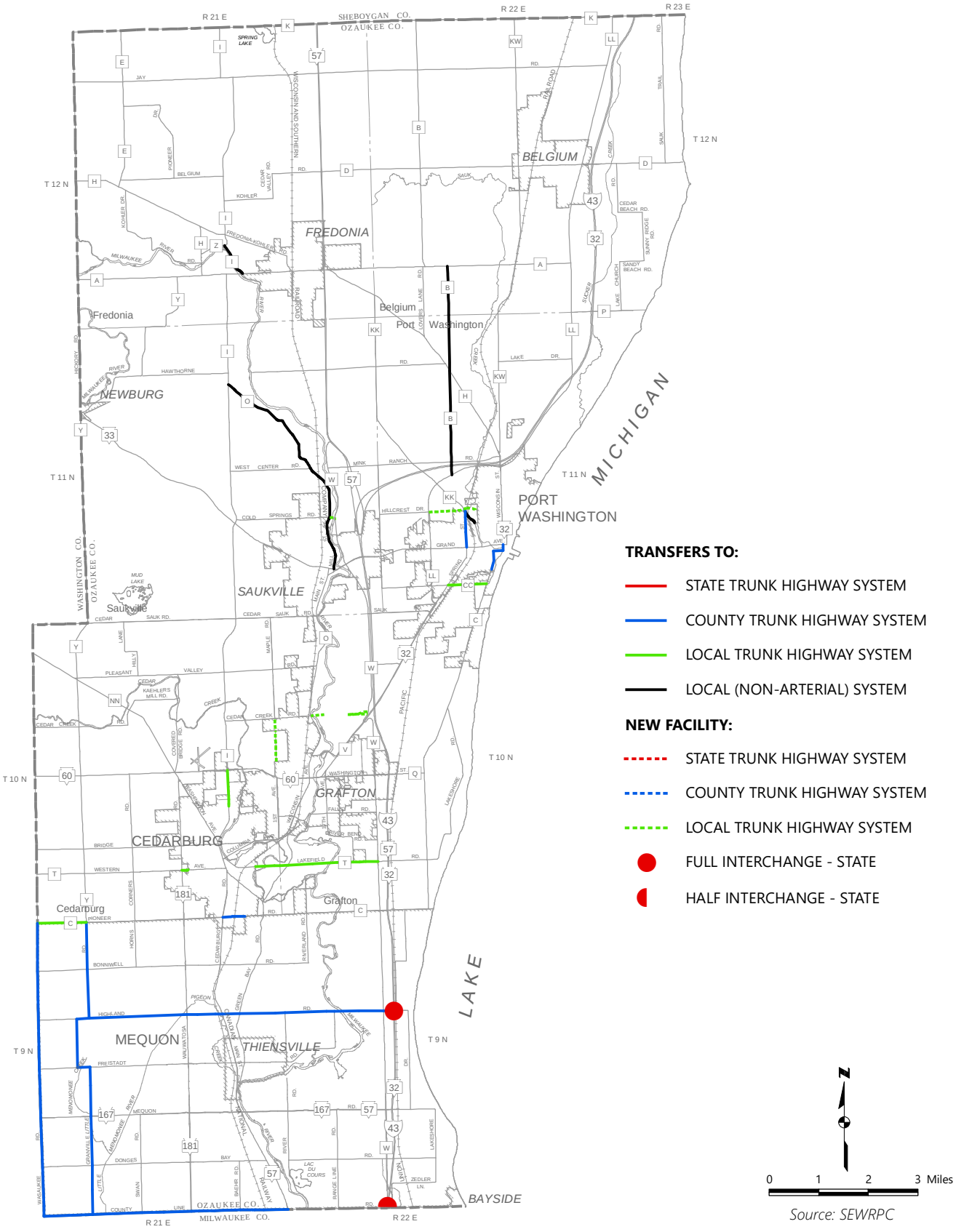
Map 2.18
Current Jurisdictional Highway System Plan for Ozaukee County: 2035



Note: The jurisdictional classification recommendations in the year 2035 regional transportation plan are based on the year 2020 jurisdictional highway system plan for Ozaukee County.

Source: SEWRPC

Map 2.19
Changes in Jurisdictional Responsibility Recommended Under the Current Ozaukee County Jurisdictional Highway System Plan: 2035



Source: SEWRPC

JURISDICTIONAL CLASSIFICATION CRITERIA 3

Credit: SEWRPC Staff

3.1 INTRODUCTION

Arterial street and highway facilities should form an integrated system over relatively large areas comprised of many local units of government. The degree of areawide importance of the individual facilities comprising the arterial system varies. Consequently, it becomes necessary to assign jurisdictional responsibility for the various existing and proposed facilities comprising the total system to the various levels and units of government involved.

The preparation of an areawide plan for the physical development of the total transportation system must 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. This physical, or functional, plan for the Ozaukee County highway system is shown on Map 2.16 of Chapter 2 of this report. After such a functional transportation plan has been prepared, it becomes necessary, as the first step toward plan implementation, to specify the governmental level and unit which should have responsibility for constructing, maintaining, and operating each of the existing and proposed facilities which comprise the street and highway system. That is, the functional highway plan must be converted to a jurisdictional plan if plan implementation is to be achieved. 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.

3.2 PURPOSE AND OBJECTIVE OF THE CRITERIA

The purpose of the jurisdictional classification criteria is to provide an objective and rational basis for the assignment of jurisdictional responsibility to the various levels of government concerned for the various segments of the existing and proposed arterial street and highway system. The objective of the recommended criteria is to identify subsystems within the arterial street and highway system that are integral parts of the overall system, and that are continuous within themselves or in conjunction with other "higher" subsystems, but that vary with respect to the types of trips served, the degree of traffic mobility provided, and the types of land use areas served.

3.3 ARTERIAL SUBCLASSIFICATION

Three levels of government—State, County, and local (municipal)—have jurisdictional responsibility for the planning, design, construction, operation, and maintenance of highway facilities within Ozaukee County. Therefore, all segments of the arterial street and highway system (existing and proposed) should be classified into one of three categories: state trunk, county trunk, and local trunk.

State Trunk Arterials

State trunk arterials should include all 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 Ozaukee County, particularly trips through Ozaukee County and between Ozaukee County and other counties.

County Trunk Arterials

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 Ozaukee County.

Local Trunk Arterials

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 Ozaukee County.

3.4 CRITERIA

Criteria for the jurisdictional classification of the arterial street and highway system can be developed from three basic characteristics of the arterial facilities: 1) the trips served, 2) the land uses served, and 3) the operational characteristics of the facilities themselves.

Trip Service Criteria

Trip length on each segment of arterial street and highway was recommended as the criteria for jurisdictional classification of arterials with respect to the type of trips served. Figure 3.1 presents a curve plotted to provide a graphical representation of the relationship between the arterial street segment average trip lengths and cumulative arterial system mileage. Break points were identified on the curve and used to select trip length ranges representative of each jurisdictional classification type: State, County, and local. The break points identified the trip length ranges which should be served by each facility type, and marked the points beyond which a relatively high increase in facility type mileage would accommodate only a relatively small increase in trip length range. The year 2035 average trip length ranges recommended as criteria for jurisdictional classification are presented in Table 3.1.

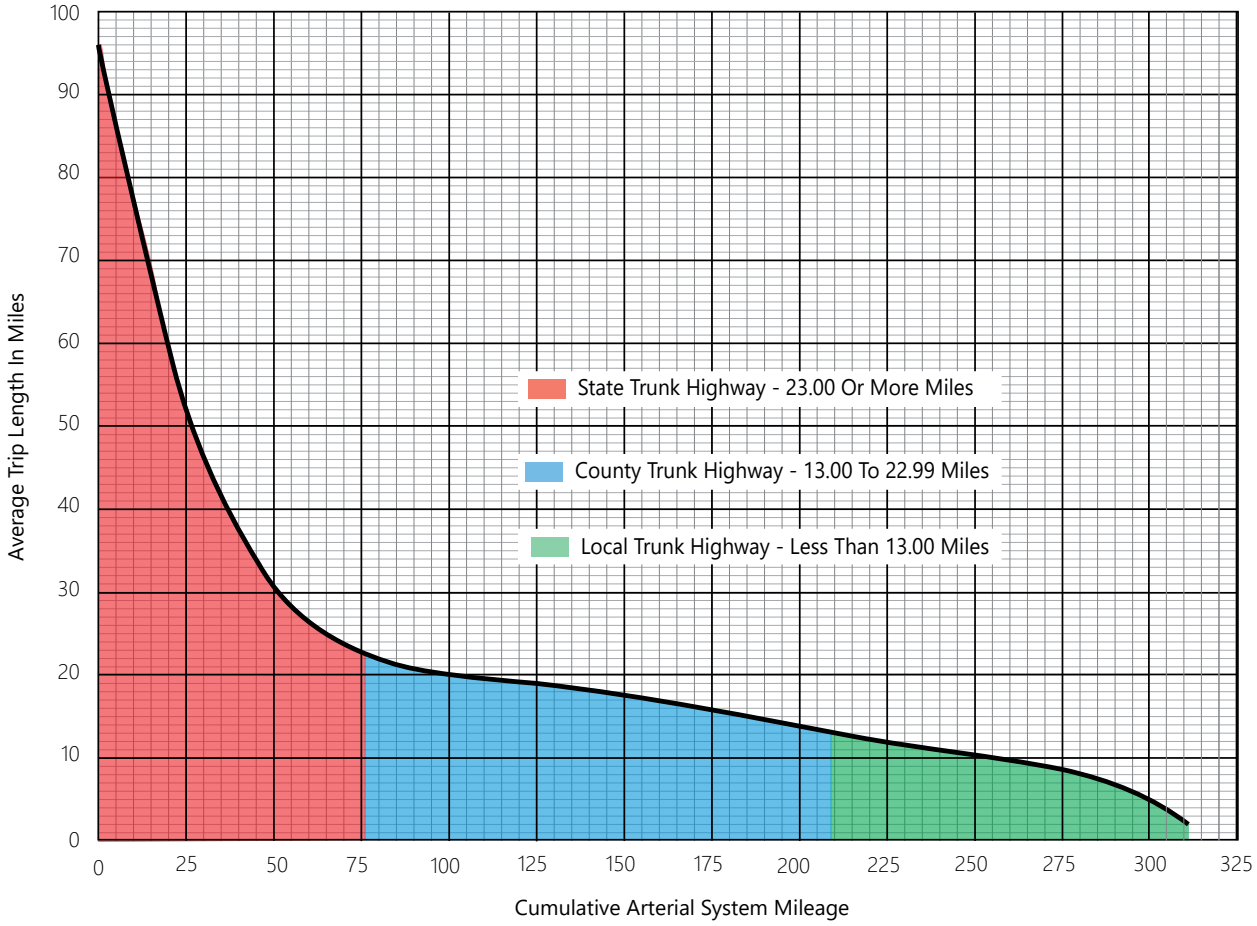
Land Use Service Criteria

Land use service criteria for the jurisdictional classification of arterials was recommended to consider the land use activities to be connected and served by the various jurisdictional classifications. For the purpose of such criteria, the term "connect and serve" was defined as follows:

- A state trunk arterial facility was considered to "connect and serve" given land uses when direct access from the facility to roads serving the land use area was available within a maximum over-the-road distance of one mile from the main vehicular entrance to the land use to be served

- A county trunk arterial facility was considered to "connect and serve" given land uses when direct access from the facility to roads serving the land use area was available within a maximum over-the-road distance of one-half mile of the main vehicular entrance to the land use to be served

Figure 3.1
Relationship Between Average Trip Length And Cumulative Arterial Miles on the Ozaukee County Arterial Street And Highway System: 2035



Source: SEWRPC

- A local trunk arterial facility was considered to "connect and serve" given land uses when direct access from the facility to roads serving the land use area was available within a maximum over-the-road distance of one-quarter mile of the main vehicular entrance to the land use to be served

Table 3.1
Average Trip Length Criteria for Jurisdictional Classification

Arterial Type	Average Trip Length (Miles)
State Trunk	23.00 or more
County Trunk	13.00 to 22.99
Local Trunk	Less than 13.00

Source: SEWRPC

The land use activities to be considered as properly influencing jurisdictional classification of arterial highway systems should be those which, either through their individual or aggregate effects, interact strongly with the need for transportation facilities and that, by their nature, are normally grouped into concentrations that form major traffic generators. These include major transportation centers, major outdoor recreation centers, major economic activity centers, and major governmental and institutional centers. The following criteria with respect to each of these land use classifications were recommended for the Ozaukee County jurisdictional highway planning study.

1. Transportation Terminals

    a. State Trunk Arterials – State trunk arterial facilities should connect and serve intercity passenger rail, intercity passenger bus, and major truck terminals;[9] and commercial seaports and airports[10]

    b. County Trunk Arterials – County trunk arterial facilities should connect and serve freeway interchanges, general aviation airports,[11] pipeline terminals, and commuter transit stations and park-ride lots not served by state trunk arterials

    c. Local Trunk Arterials – Local trunk arterial facilities should connect and serve commuter transit stations and park-ride lots not served by state trunk and county trunk arterials

2. Outdoor Recreation Centers

    a. State Trunk Arterials – State trunk arterial facilities should connect and serve all State parks and those public and private recreational facilities of interregional and statewide importance with a gross site area of 250 acres or more

    b. County Trunk Arterials – County trunk arterial facilities should connect and serve those public and private recreational facilities of regional and countywide importance with a gross site area between 100 and 250 acres and county fairgrounds not served by state trunk arterials

    c. Local Trunk Arterial – Local trunk arterial facilities should connect and serve community parks[12] with a gross site area between 25 and 100 acres not served by state trunk and county trunk arterials

3. Economic Activity Centers

    a. State Trunk Arterials – State trunk arterial facilities should connect and serve major economic activity centers[13]

    b. County Trunk Arterials – County trunk arterial facilities should connect and serve sub-regional general purpose centers,[14] sub-regional retail[15] and community retail centers,[16] sub-regional office centers,[17] and sub-regional industrial centers[18] not served by state trunk arterials

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[9] A major interregional truck terminal is defined as a complex of contiguous, concentrated land uses generating 250 or more interregional truck trips per average weekday.

[10] A commercial airport is defined as a public airport intended to serve primarily commercial air carriers providing service to the general public on a regularly scheduled basis between major cities of the country.

[11] A general aviation airport is defined as a publicly owned and operated airport or a private airport open to public use that is included in the State airport system plan and that primarily serves business jets and/or single- and multi-engine general aviation aircraft.

[12] A community park is defined as an outdoor recreation area having a broad range of recreational facilities on one site having a gross size ranging from 25 to 100 acres.

[13] A major economic activity center is defined as areas containing concentrations of commercial and/or industrial land having at least 3,500 total employees or 2,000 retail employees.

[14] A sub-regional general purpose center is defined as an existing or officially designated concentration of commercial, industrial, and/or office land providing employment for at least 1,000 persons.

[15] A sub-regional retail center is defined as an existing or officially designated concentration of retail and service uses having a gross site area of at least 15 acres, serving a community or group of communities, and being anchored by one or more large discount department, appliance, electronics, or home supply stores.

[16] A community retail and service center is defined as an existing or officially designated concentration of retail and service uses having a gross site area of at least 15 acres, serving 10,000 to 75,000 persons, or serving four or more neighborhoods, and is anchored by a large grocery store (greater than 40,000 square feet) and includes other businesses such as a hardware store, bank, and in some cases may include a large discount department or similar store.

[17] A sub-regional office center is defined as an existing or officially designated concentration of office use having a gross site area of at least 20 acres and providing at least 1,000 office jobs.

[18] A sub-regional industrial center is defined as an existing or officially designated concentration of manufacturing, wholesaling, and related use establishments having a gross site area of at least 100 acres and providing employment for at least 1,000 persons.

c. Local Trunk Arterials – Local trunk arterial facilities should connect and serve neighborhood retail[19] and "village" retail[20] centers and minor community industrial centers[21] not served by state trunk and county trunk arterials

4. Governmental and Institutional Centers

   a. State Trunk Arterials – State trunk arterial facilities should connect and serve major universities/colleges,[22] technical colleges, medical complexes,[23] and major cultural centers

   b. County Trunk Arterials – County trunk arterial facilities should connect and serve colleges[24] and community hospitals,[25] county courthouses, county office complexes, and State and Federal buildings not served by state trunk arterials

   c. Local Trunk Arterials – Local trunk arterial facilities should connect and serve city and village halls, high schools, and municipal complexes not served by state trunk and county trunk arterials

Criteria Relating to Operational Characteristics

Criteria for the jurisdictional classification of arterials relating to operational characteristics are recommended to include consideration of system continuity, facility spacing, traffic volume, traffic mobility, and land access.

System Continuity

The various arterial subsystems should form integrated systems within themselves or in conjunction with the other subsystems. The individual facilities comprising any given subsystem should be directly routed so as to provide the shortest travel paths practicable through the arterial network. The following criteria, with respect to system continuity, were recommended for the Ozaukee County jurisdictional highway planning study:

1. State Trunk Arterials – State trunk arterial facilities should have interregional or regional continuity comprising total systems at the regional and State level

2. County Trunk Arterials – County trunk arterial facilities should have intermunicipality and intercounty continuity comprising integrated systems at the County level

3. Local Trunk Arterials – Local trunk arterial facilities should have intracommunity continuity comprising an integrated system at the city or village level

Spacing

The location and geometric configuration of highway systems must be properly related to the land uses to be served and should be determined from areawide traffic analyses that consider both existing and probable future traffic loadings derived from existing and proposed land use patterns. Nevertheless, some general criteria may be established with respect to the minimum spacing of various types of facilities based upon good land use planning principles, as well as operational characteristics and engineering constraints.

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[19] A neighborhood retail and service center is defined as an existing or officially designated concentration of retail uses having a gross site area ranging from five to 15 acres, serving 4,000 to 10,000 persons, serving one or portions of several residential neighborhoods, and includes a small grocery store (less than 40,000 square feet) or a large drug store/variety store (greater than 8,000 square feet) along with other businesses, such as a beauty parlor or laundromat.

[20] A "village" retail and service center is defined as an existing or officially designated concentration of retail and service uses having a gross site area ranging from five to 15 acres and includes clusters of smaller retail and service establishments that comprise long-standing "village" commercial centers.

[21] A minor community industrial center is defined as an existing or designated concentration of manufacturing, wholesaling, and related use establishments ranging from 20 to 100 acres or providing employment for 300 to 1,500 persons.

[22] A major university/college is defined as a university or college with an enrollment of 4,500 or more students.

[23] A medical complex is defined as a medical center or hospital with 600 or more inpatient beds.

[24] A college is defined as a college with an enrollment of less than 4,500 students.

[25] A community hospital is defined as a hospital with less than 600 inpatient beds.

The following criteria, with respect to minimum spacing, were recommended for the Ozaukee County jurisdictional highway planning study.

1. State Trunk Arterials – State trunk arterial facilities should generally be located no closer than two miles to, and approximately parallel with, another state trunk facility

2. County Trunk Arterials – County trunk arterial facilities should generally be located no closer than one mile to, and approximately parallel with, a state trunk facility or another county trunk facility

3. Local Trunk Arterial – Local trunk arterial facilities should generally be located no closer than one-half mile to, and approximately parallel with, a state trunk, county trunk, or another local trunk facility

The year 2050 regional land use and transportation plan recommends arterial spacing of one-half mile in high density urban areas, one mile in medium density urban areas, two miles in low density urban and sub-urban areas, and more than two miles in rural areas.

Volume

Although traffic volume alone provides little indication of the function of an arterial facility, it can, in conjunction with other criteria, be an important functional and jurisdictional criterion. Table 3.2 summarizes the criteria with respect to future design year 2035 traffic volume recommended for the Ozaukee County jurisdictional highway planning study. Figure 3.2 presents a curve plotted to provide a graphical representation of the relationship between traffic volume and cumulative arterial system mileage. Break points were identified on the curve and used to select traffic volume ranges representative of each jurisdictional classification type.

Table 3.2
Average Weekday Traffic Volume Criteria for Jurisdictional Classification

Arterial Type	Average Weekday Traffic Volume (Vehicles)
State Trunk	11,000 or more
County Trunk	3,500 to 10,999
Local Trunk	Less than 3,500

Source: SEWRPC

Traffic Mobility

Traffic mobility criteria should consider that the longer the trip the more critical the time of travel, and generally require higher speeds on the routes of highest arterial function. The criteria with respect to traffic mobility shown in Table 3.3 were recommended for the Ozaukee County jurisdictional highway planning study.

Land Access

Two of the basic functions performed by street systems—traffic mobility and land access—are inherently conflicting. The land access function of arterial facilities should be subordinate to the traffic mobility function. The degree of access control on an arterial facility should be considered in the jurisdictional classification of the arterial facility. The following criteria with respect to land access control were recommended for the Ozaukee County jurisdictional highway planning study:

1. State Trunk Arterials – All state trunk arterials should have full or partial control of access[26,27]

2. County Trunk Arterials – All county trunk arterials should have at least partial control of access[28]

3. Local Trunk Arterials – All local trunk arterials should have at least minimum control of access[29]

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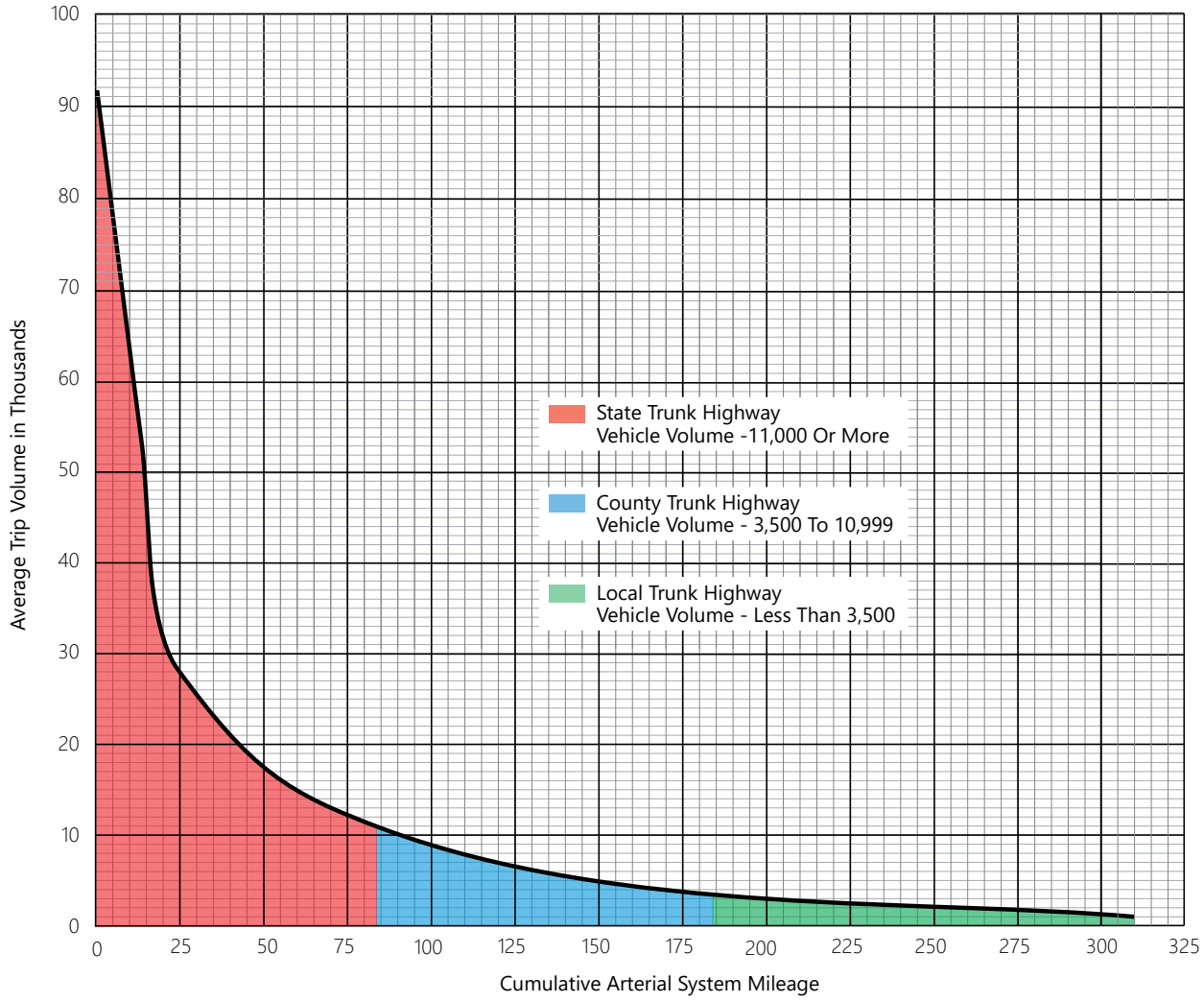
[26] Full control of access is defined as the control of access so as to give preference to the movement of through traffic by providing access connections only at selected public roads via grade-separated interchanges.

[27] Partial control of access is defined as the control of access so as to give preference to the movement of through traffic to a degree that, in addition to access connections at selected public roads, there may be some direct access to abutting land uses, with generally one point of reasonably direct access to each parcel of abutting land as the parcels existed at the time of an official declaration that partial control of access shall be exercised.

[28] See definition of partial control of access as stated in footnote 27.

[29] Minimum control of access is defined as the regulation of the placement and geometry of direct access roadway connections as necessary for safety.

Figure 3.2
Relationship Between Average Weekday Trip Volume and Cumulative Arterial Miles on the Ozaukee County Arterial Street and Highway System: 2035



Source: SEWRPC

Table 3.4 summarizes the functional criteria recommended for the jurisdictional classification of arterial highways in Ozaukee County.

3.5 OTHER FACTORS

In the application of the foregoing criteria to the delineation of a jurisdictional highway system as presented in Chapter 4, several other factors must be considered, including legal constraints, financial constraints, and boundary line facility coordination. Other factors may include the extent of heavy truck traffic from industry, mineral extraction operations, or truck terminals.

Table 3.3
Traffic Mobility Criteria for Jurisdictional Classification

	Posted Speed Limit (Miles per Hour)	
Arterial Type	Urban	Rural
State Trunk	35 to 70	50 to 70
County Trunk	30 to 55	45 to 55
Local Trunk	25 to 40	35 to 45

Source: SEWRPC

3.6 STATE STATUTES GOVERNING JURISDICTIONAL TRANSFERS

The Wisconsin State Statutes identify the requirements for the jurisdictional transfer of streets and highways in the State of Wisconsin. Chapter 83, "County Highways," and Chapter 84, "State Trunk Highways, Federal Aid," of the Wisconsin State Statutes contain the specific language regarding the jurisdictional transfer of streets and highways between the State, county, and municipal levels of government.

Table 3.4
Summary of Functional Criteria for Jurisdictional Classification of Arterial Streets and Highways in Ozaukee County

Criteria		Arterial Type		
		State Trunk	County Trunk	Local Trunk
Trip Service	Average Trip Length (Miles)	23.00 or more	13.00 to 22.99	Less than 13.00
Land Use Service[a]	Transportation Terminals	Connect and serve intercity rail, intercity bus, and major truck terminals and commercial seaports and airports	Connect and serve freeway interchanges, general aviation airports, pipeline terminals, and commuter transit stations not served by state trunk arterials	Connect and serve park-ride lots not served by state trunk or county trunk arterials
	Recreational Facilities	Connect and serve public parks having a gross site area of 250 acres or more, special use sites, and nature study sites	Connect and serve public parks with a gross site area between 100 and 250 acres not served by state trunk arterials	Connect and serve public parks with a gross site area between 25 and 100 acres not served by state trunk or county trunk arterials
	Economic Activity Centers	Connect and serve regional general employment centers with at least 3,500 total jobs, regional retail centers with at least 2,000 retail jobs, regional office centers with at least 3,500 office jobs, and regional industrial centers with at least 3,500 industrial jobs	Connect and serve sub-regional general purpose centers with at least 1,000 jobs, sub-regional retail centers with a gross site area of at least 15 acres serving a community or group of communities, community retail centers with a gross site area of at least 15 acres serving 10,000 to 75,000 persons, sub-regional office centers with a gross site area of at least 20 acres and at least 1,000 office jobs, and sub-regional industrial centers with a gross site area of at least 100 acres and at least 1,000 industrial jobs not served by state trunk arterials	Connect and serve neighborhood retail centers with a gross site area between 5 and 15 acres serving 4,000 to 10,000 persons, "village" retail and service centers with a gross site area between 5 and 15 acres, and local industrial centers with a gross site area of 20 to 100 acres with 300 to 1,000 industrial jobs not served by state trunk or county trunk arterials
	Institutional Centers	Connect and serve medical complexes with 600 or more inpatient beds, major universities/colleges, technical colleges, and major cultural centers	Connect and serve colleges with less than 4,500 students, hospitals with less than 600 inpatient beds, county courthouses, county office complexes, and State and Federal buildings not served by state trunk arterials	Connect and serve high schools, municipal complexes, and city, village, or town halls not served by state trunk or county trunk arterials
Operational Characteristics	System Continuity	Interregional or regional continuity comprising total systems at the regional and State level	Intermunicipality and intercounty continuity comprising integrated systems at the county level	Intracommunity continuity comprising an integrated system at the town, city, or village level
	Spacing	Minimum two miles	Minimum one mile	Minimum 0.5 mile
	Volume	11,000 or more	3,500 to 11,000	Less than 3,500
	Traffic Mobility	Urban Posted speed limit 35 to 70 miles per hour Rural Posted speed limit 50 to 70 miles per hour	Urban Posted speed limit 30 to 55 miles per hour Rural Posted speed limit 45 to 55 miles per hour	Urban Posted speed limit 25 to 40 miles per hour Rural Posted speed limit 35 to 45 miles per hour
	Land Access Control	Full or partial control of access	Partial control of access	Minimum control of access

[a] *Arterial facilities are considered to "connect and serve" given land uses when direct access from the facility to roads serving the land use area is available within the following maximum over-the-road distances from the main vehicular entrance to the land use to be served: one mile for state trunk facilities, one-half mile for county trunk facilities, and one-quarter mile for local trunk facilities.*

Source: SEWRPC

Based upon a review of the Wisconsin State Statutes governing the jurisdictional transfer of streets and highways in Wisconsin, with one exception, a governmental entity cannot unilaterally transfer (add or delete) an existing road, street, or highway to another governmental entity's jurisdiction. The jurisdictional transfer process identified in the Wisconsin State 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

- 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 boundary

3.7 SUMMARY

For planning purposes, street and highway systems are divided into functional subsystems according to the primary type of service individual facilities provide. Such a classification is essential to sound transportation planning because it identifies the primary function that a particular facility should serve, as well as providing a means for defining travel routes for movement through the total system. 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. The State, County, and local levels of government have direct jurisdictional responsibility for the planning, design, construction, operation, and maintenance of street and highway facilities in Ozaukee County.

All segments of the total (existing and proposed) arterial street and highway system in Ozaukee 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 land uses served, and the operational characteristics of the facilities themselves. Trip length ranges that should be served by each facility type were delineated under the trip service criteria. Land use activities to be connected and served by the various arterial subclassifications were recommended under the land use service criteria including, transportation centers, outdoor recreation centers, economic activity centers, and governmental and institutional centers. Criteria relating to operational characteristics were recommended to include consideration of system continuity, facility spacing, traffic volume, traffic mobility, and land access.

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 Ozaukee County, particularly trips through Ozaukee County and between Ozaukee County and other counties.

County trunk arterials should include all those routes that 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 Ozaukee County.

Local trunk arterials should include all those routes within the County that 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 Ozaukee County.

APPLICATION OF JURISDICTIONAL CLASSIFICATION CRITERIA 4

Credit: SEWRPC Staff

4.1 INTRODUCTION

The application of the criteria for jurisdictional highway classification as set forth in Chapter 3 of this report required an analysis for each segment of the arterial street and highway system of the trip lengths to be served by each segment, the existing and proposed land uses to be served by each segment, and the operational characteristics of each arterial segment, including traffic volume. The specific procedure to establish the initial proposed jurisdictional classification of each arterial street and highway facility in Ozaukee County involved four steps.

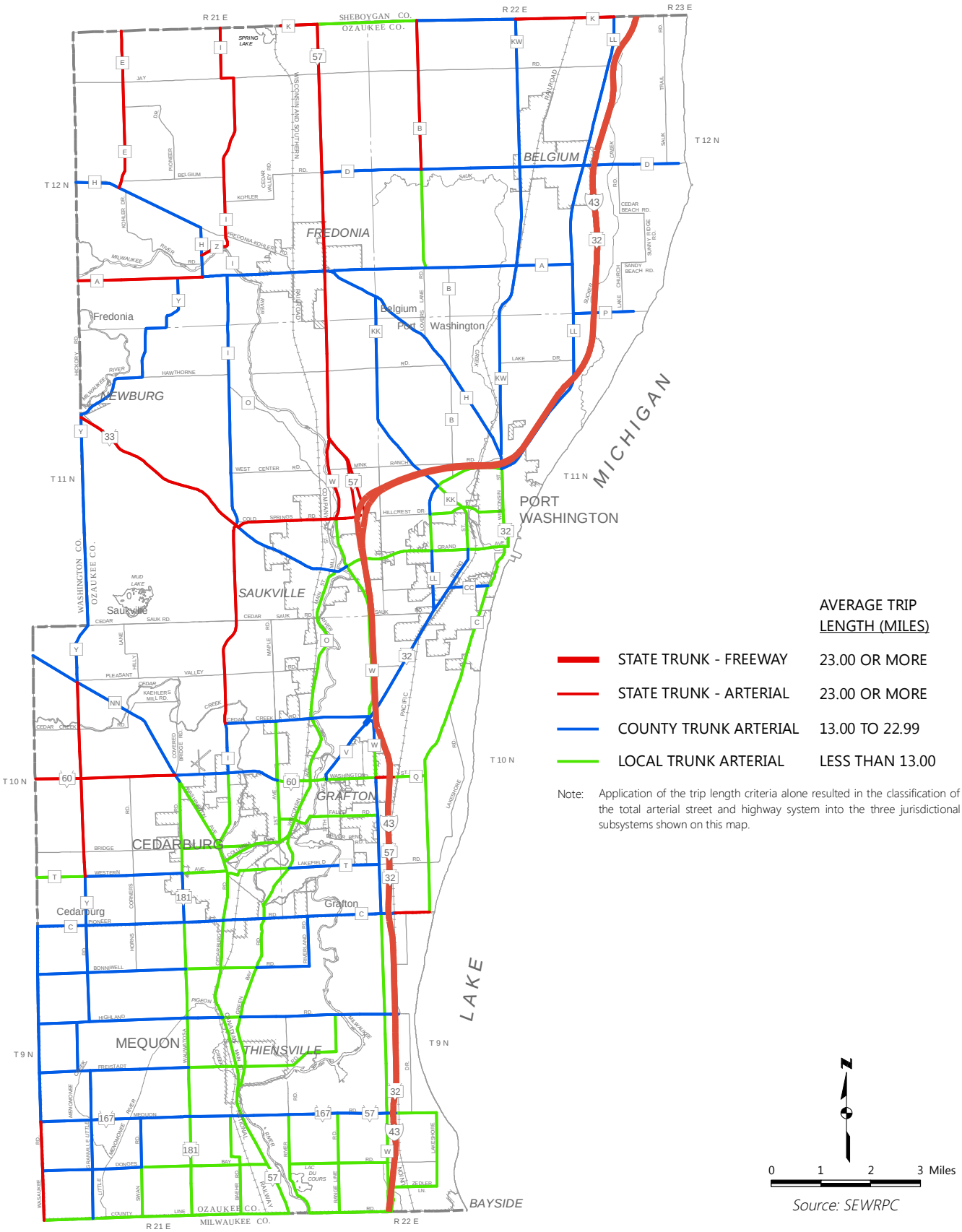
In the first step, each arterial facility was classified in terms of the trip service criterion of trip length. In the second step, each arterial facility was classified in terms of the land use criteria. In the third step, each arterial facility was classified in terms of traffic volume (one of the operational characteristics). In the fourth step, these three sets of jurisdictional classifications were combined and refined through the application of the remaining operational characteristics criteria, including system continuity and facility spacing, to produce a preliminary recommended jurisdictional highway system plan. The preliminary recommended jurisdictional classification of the arterial facilities was then further refined by staff and Committee consideration.

4.2 TRIP SERVICE JURISDICTIONAL CLASSIFICATION

Using the average trip length of the traffic that could be expected to occur on each segment of the arterial system, each segment of the arterial system was classified as a state trunk, county trunk, or local trunk arterial facility, in accordance with the previously established trip service criteria. The resulting classification is shown on Map 4.1.

The classifications delineated by application of the trip service criteria generally reflect the relative level of service provided on the arterial street and highway system. Arterial facilities providing the highest level of service, characterized by free flow traffic conditions—that is, freeways—exhibit the longest average trip lengths, and were, therefore, classified into the highest trip service facility type. Similarly, the facilities providing the lowest level of service—that is, at-grade arterials in areas with high land use intensities—exhibited the shortest average trip lengths and were therefore, classified into the lowest trip service facility type.

Map 4.1
Jurisdictional Classification of the Arterial Street and Highway System in Ozaukee County Based on Average Trip Length: 2035



Source: SEWRPC

4.3 LAND USE SERVICE JURISDICTIONAL CLASSIFICATION

The jurisdictional classification for land use service was defined by first identifying the existing and future land uses to be connected and served including transportation terminals, recreational facilities, commercial centers, industrial centers, and institutional land uses. These land uses are shown on Map 4.2. The total arterial street and highway system was then classified, with those arterial facilities that best connected and served each of the state trunk land use areas delineated as potential state trunk highways. Those arterials that best interconnected with the potential state trunk highways and best connected and served the county trunk land use areas were then identified as potential county trunk highways, and the remaining arterial facilities were classified as local trunk arterial streets and highways, as shown on Map 4.2.

4.4 TRAFFIC VOLUME JURISDICTIONAL CLASSIFICATION

The jurisdictional classification for traffic volume, one of the criteria for arterial facility operational characteristics, is shown on Map 4.3. Arterial facilities with the highest traffic volume were classified as state trunk highways, facilities with intermediate traffic volumes as county trunk highways, and facilities with the lowest traffic volumes as local arterials.

4.5 DEVELOPMENT OF THE JURISDICTIONAL HIGHWAY SYSTEM PLAN

Through the procedures previously described, three separate groups of potential state trunk, county trunk, and local trunk arterial subsystems were established, one by application of the trip service criteria, one by application of the land use service criteria, and one using traffic volume (one of the operational characteristics criteria). An initial draft preliminary recommended jurisdictional highway system classification was then developed by Commission staff through joint consideration of these three groups of arterial facilities jurisdictional classifications, and the application of additional criteria relating to the operational characteristics of each facility, including system continuity, facility spacing, traffic mobility, and land access.

As shown on Map 4.4, the total arterial street and highway system was thus objectively classified into state trunk, county trunk, and local trunk subsystems, which are integral parts of the overall system and which are within themselves continuous, but, which vary with respect to the types of trip lengths served, the types of land use areas served, and the degree of traffic mobility provided. The state trunk, county trunk, and local trunk subsystems shown on Map 4.4 thus constitute an initial draft of the preliminary recommended Ozaukee County jurisdictional highway system plan. Map 4.5 shows the jurisdictional transfers that would need to occur to implement the plan over the next 20 years. Table 4.1 provides a comparison of the arterial and nonarterial street and highway mileage in Ozaukee County under existing year 2013 conditions and under the initial draft preliminary recommended Ozaukee County jurisdictional highway system plan.

In the development of the initial draft jurisdictional recommendations prepared by Commission staff, consideration was given to the requests made by the Ozaukee County Jurisdictional Highway Planning Committee and Ozaukee County local governments during the preparation of the year 2035 regional transportation plan that certain existing or planned arterial facilities be given specific consideration with respect to their planned jurisdiction. Table 4.2 provides a summary of the initial draft preliminary recommended Ozaukee County jurisdictional highway system plan response to these highway jurisdictional issues.

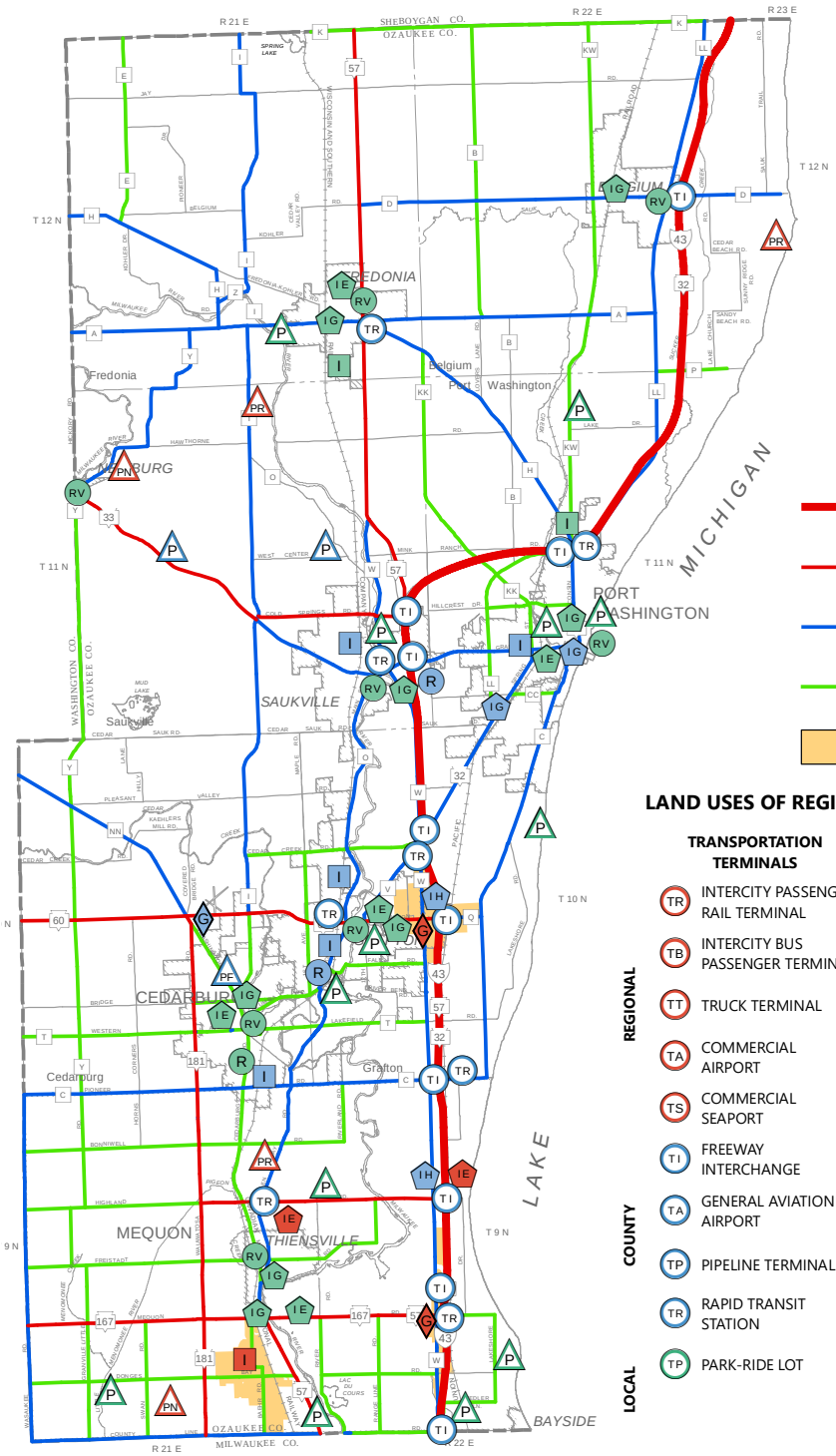
Additional Functional Improvements Addressed During the Ozaukee County Jurisdictional Highway System Plan Review and Update

During its January 21, 2014, meeting, members of the Ozaukee County Jurisdictional Highway Planning Committee requested that Commission staff consider two changes to the preliminary recommended functional improvement recommendations:

- Reconsider the planned provision of four traffic lanes on Columbia Road/Wisconsin Avenue/12th Avenue between Bridge Road and Washington Street (STH 60)

- Consider CTH O between STH 33 and CTH I remaining under County jurisdiction rather than being transferred to local jurisdiction as a nonarterial

Map 4.2
Jurisdictional Classification of the Arterial Street and Highway System in Ozaukee County Based on Land Use: 2035



Application of the land use criteria alone resulted in the classification of the total arterial street and highway system into the three jurisdictional subsystems shown on this map. The pattern shown emphasizes the close relationship that exists between land use development and arterial highway needs. The land uses that are shown include transportation terminals, recreational areas, institutional centers, and economic activity centers - general purpose centers, retail centers, office centers and industrial centers.

N

0 1 2 3 Miles

Source: SEWRPC

- FREEWAY FACILITY CONNECTING AND SERVING LAND USE TYPES OF REGIONAL SIGNIFICANCE
- SURFACE ARTERIAL FACILITY CONNECTING AND SERVING LAND USE TYPES OF REGIONAL SIGNIFICANCE
- SURFACE ARTERIAL FACILITY CONNECTING AND SERVING LAND USE TYPES OF COUNTY SIGNIFICANCE
- SURFACE ARTERIAL FACILITY CONNECTING AND SERVING LAND USE TYPES OF LOCAL SIGNIFICANCE
- AEREAL EXTENT OF REGIONAL ECONOMIC ACTIVITY AREA

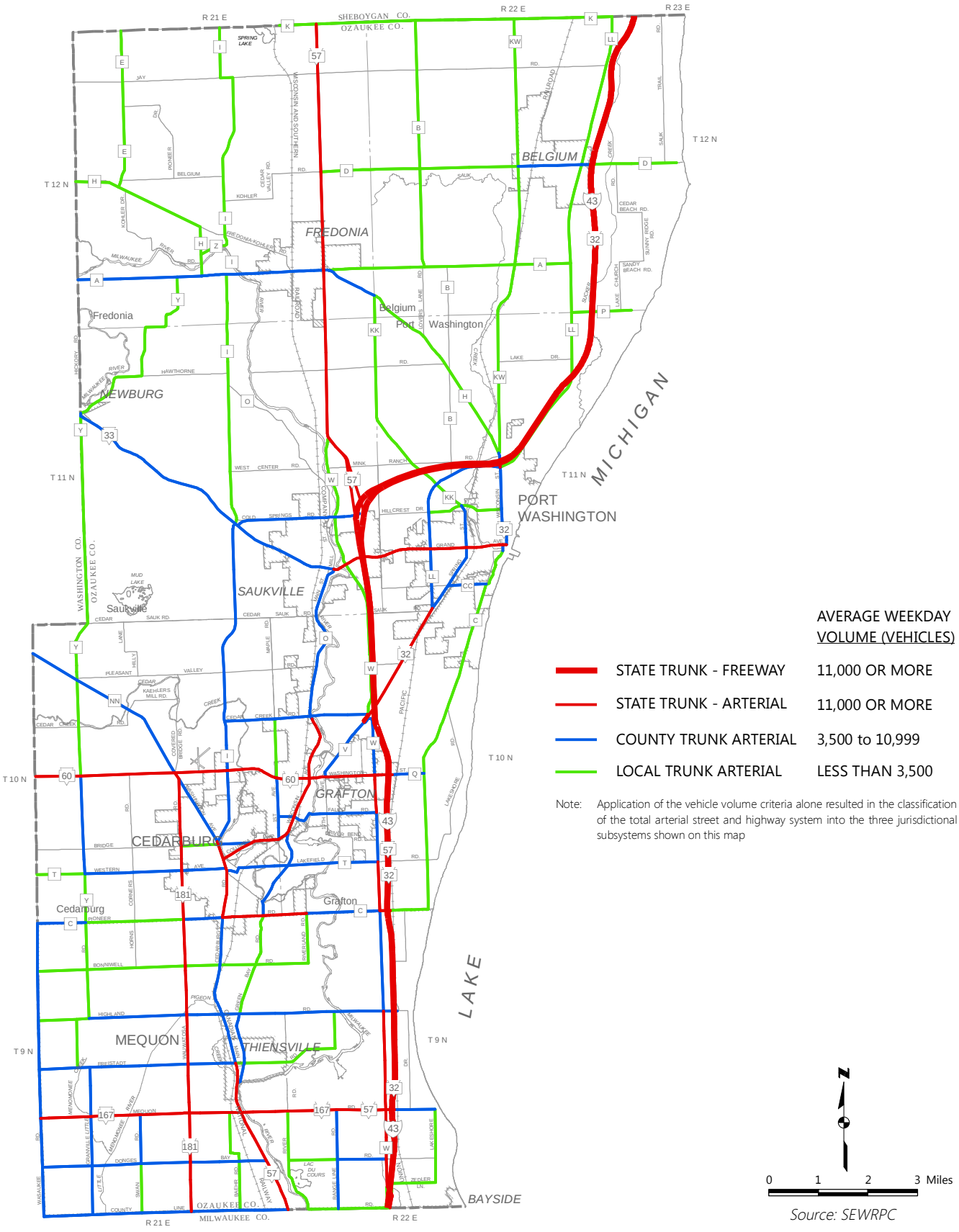
LAND USES OF REGIONAL, COUNTY AND LOCAL SIGNIFICANCE

	TRANSPORTATION TERMINALS	RECREATIONAL AREAS	INSTITUTIONAL CENTERS
REGIONAL	TR INTERCITY PASSENGER RAIL TERMINAL	PR PUBLIC PARK	IH MEDICAL COMPLEX
	TB INTERCITY BUS PASSENGER TERMINAL	PS SPECIAL USE SITE	IE UNIVERSITY / COLLEGE / TECHNICAL COLLEGE
	TT TRUCK TERMINAL	PN NATURE STUDY SITE	IC MAJOR CULTURAL CENTER
	TA COMMERCIAL AIRPORT		
	TS COMMERCIAL SEAPORT		
COUNTY	TI FREEWAY INTERCHANGE	P PUBLIC PARK	IH HOSPITAL
	TA GENERAL AVIATION AIRPORT	PF COUNTY FAIRGROUNDS	IG COUNTY COURTHOUSE OR OFFICE COMPLEX / STATE AND FEDERAL OFFICE BUILDINGS
	TP PIPELINE TERMINAL		IE COLLEGE
	TR RAPID TRANSIT STATION		
LOCAL	TP PARK-RIDE LOT	P PUBLIC PARK	IG CITY OR VILLAGE HALL / MUNICIPAL COMPLEX
			IE HIGH SCHOOL

ECONOMIC ACTIVITY AREAS OF REGIONAL, COUNTY AND LOCAL SIGNIFICANCE

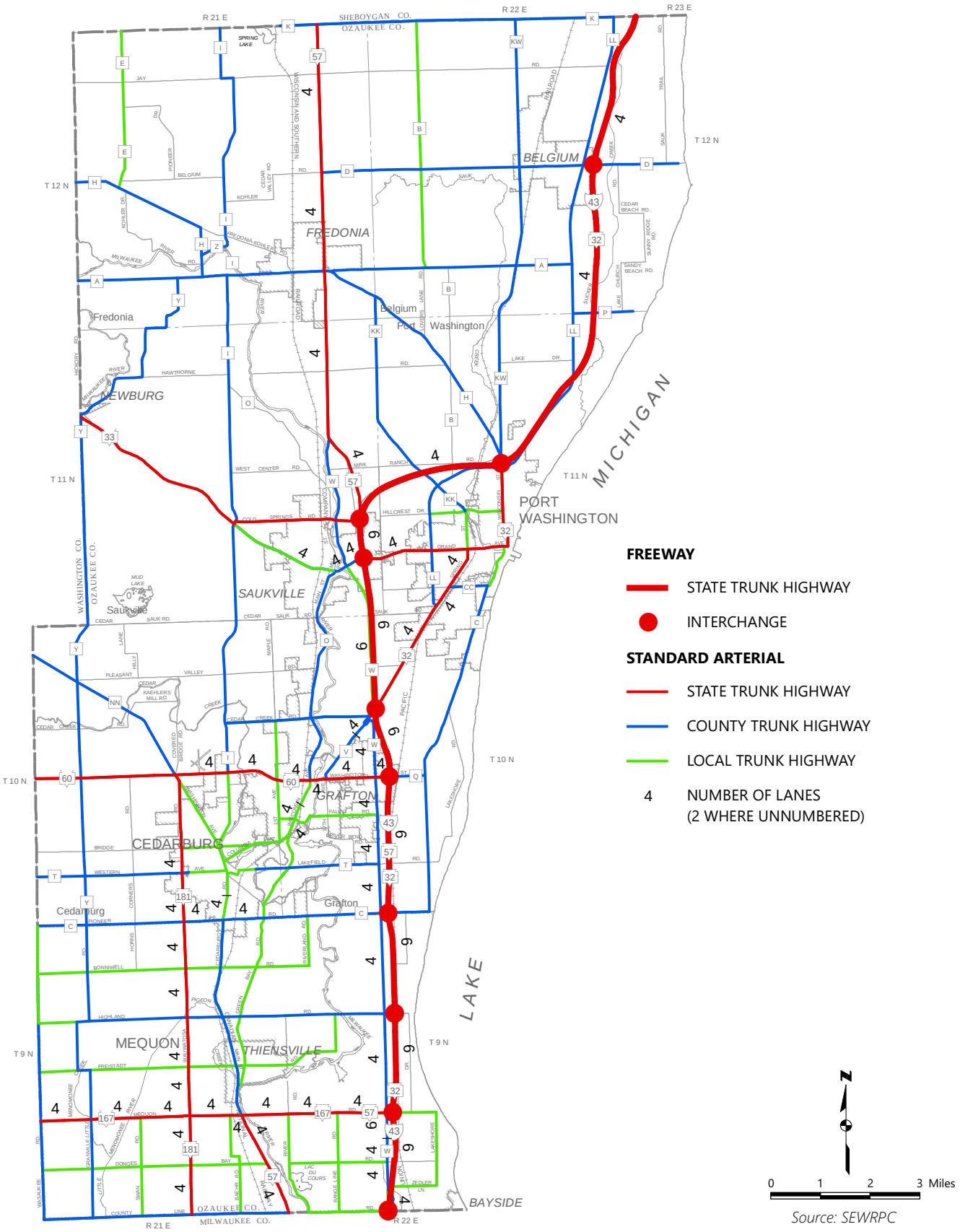
- G REGIONAL GENERAL PURPOSE CENTER
- G SUB-REGIONAL GENERAL PURPOSE CENTER
- R REGIONAL RETAIL CENTER
- R SUB-REGIONAL RETAIL CENTER
- RC COMMUNITY RETAIL CENTER
- R NEIGHBORHOOD RETAIL CENTER
- RV "VILLAGE" RETAIL AND SERVICE CENTER
- O REGIONAL OFFICE CENTER
- O SUB-REGIONAL OFFICE CENTER
- I REGIONAL INDUSTRIAL CENTER
- I SUB-REGIONAL INDUSTRIAL CENTER
- I LOCAL INDUSTRIAL CENTER

Map 4.3
Jurisdictional Classification of the Arterial Street and Highway System in Ozaukee County Based on Average Weekday Vehicle Volume: 2035



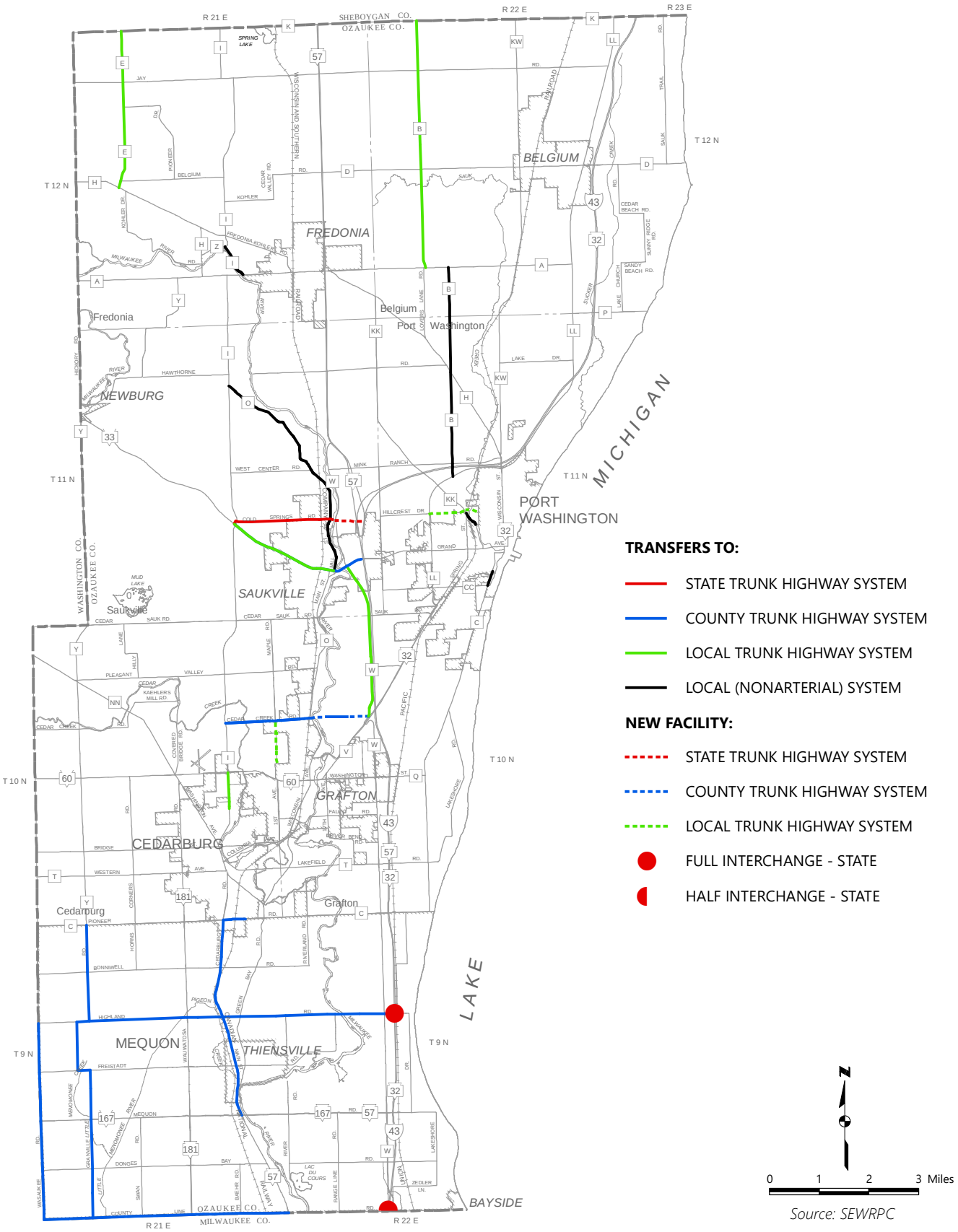
Source: SEWRPC

Map 4.4
Initial Draft Preliminary Recommended Ozaukee County Jurisdictional Highway System Plan



Source: SEWRPC

Map 4.5
Changes in Jurisdictional Responsibility Under the Initial Draft Preliminary Recommended Ozaukee County Jurisdictional Highway System Plan



Source: SEWRPC

Table 4.1
Comparison of Ozaukee County Street and Highway Mileage Under Existing Year 2013 Conditions and Under the Initial Draft Preliminary Recommended Year 2035 Ozaukee County Jurisdictional Highway System Plan

	State[a]	County			Local			Total		
Year	Arterial	Arterial	Nonarterial	Total	Arterial	Nonarterial	Total	Arterial	Nonarterial	Total
2013	79	148	10	158	76	624	700	303	634	937
2035	79	161	0	163	71	634[b]	705	311	634[b]	945

[a] *Includes Interstate, United States, state trunk and connecting highways under State jurisdiction.*

[b] *Does not include new nonarterial roadway constructed after existing year 2013.*

Source: Wisconsin Department of Transportation and SEWRPC

Table 4.2
Initial Draft Preliminary Recommended Year 2035 Ozaukee County Jurisdictional Highway System Plan Response to Highway Jurisdictional Issues Identified During Preparation of the Year 2035 Regional Transportation Plan

Issues Addressed

Facility	Issue	Recommendation in the Initial Draft Preliminary Recommended Ozaukee County Jurisdictional Highway System Plan
Cedar Creek Road between N. Green Bay Road (CTH O) and CTH W	Transfer to County jurisdiction following the construction of the planned extension of Cedar Creek Road	County jurisdiction
S. Division Street (CTH C) between the City of Port Washington Municipal Boundary and Sunset Road (CTH CC)	Transfer to local jurisdiction	Local jurisdiction as nonarterial
Sunset Road (CTH CC) between S. Spring Street (STH 32) and S. Division Street (CTH C)	Remain under County jurisdiction	County jurisdiction
Lakefield Road (CTH T) between the Village of Cedarburg Municipal Boundary and N. Port Washington Road (CTH W)	Remain under County jurisdiction	County jurisdiction

Issues Not Addressed

Facility	Issue	Recommendation in the Initial Draft Preliminary Recommended Ozaukee County Jurisdictional Highway System Plan
CTH B between CTH LL and CTH A	Remain under County jurisdiction	Local jurisdiction as nonarterial based on the facility not meeting the criteria to be functionally classified as an arterial, and the recommendation that nonarterial facilities be under local jurisdiction
CTH I between CTH Z and CTH A	Remain under County jurisdiction	Local jurisdiction as nonarterial based on the facility not meeting the criteria to be functionally classified as an arterial, and the recommendation that nonarterial facilities be under local jurisdiction

Source: SEWRPC

Reconsider the Planned Provision of Four Traffic Lanes on Columbia Road/Wisconsin Avenue/12th Avenue Between Bridge Road and Washington Street (STH 60)

A member of the Committee requested that Commission staff reconsider the planned provision of four traffic lanes on Columbia Road/Wisconsin Avenue/12th Avenue between Bridge Road and Washington Street (STH 60), particularly the planned widening of Columbia Road/Wisconsin Avenue between Bridge Road and Chateau Drive from two to four traffic lanes. Columbia Road/Wisconsin Avenue/12th Avenue serves as an arterial roadway connecting the downtowns of the City of Cedarburg and the Village of Grafton (see Map 4.6). The year 2035 regional transportation plan and current Ozaukee County jurisdictional highway system plan recommend the provision of four traffic lanes on Columbia Road/Wisconsin Avenue/12th Avenue between Bridge Road and STH 60 in the City of Cedarburg and the Village of Grafton.

Columbia Road between Bridge Road and 1st Avenue is generally 42 feet in width with two travel lanes and a two-way left turn lane. Columbia Road has curb and gutter on both sides of the roadway between Bridge Road and Keup Road, and generally curb and gutter on the north side of the roadway and about a three-foot wide shoulder on the south side between Keup Road and 1st Avenue. Parking is not permitted on either side of this segment of Columbia Road. In 2013, the average weekday traffic volumes on this segment of Columbia Road ranged from 12,800 to 13,500 vehicles per average weekday, below the design capacity of 16,000 vehicles per average weekday for the existing roadway. The forecast year 2035 average daily traffic volume for this segment of Columbia Road is about 16,000 vehicles per average weekday, at the design capacity of 16,000 vehicles per average weekday for the existing roadway.

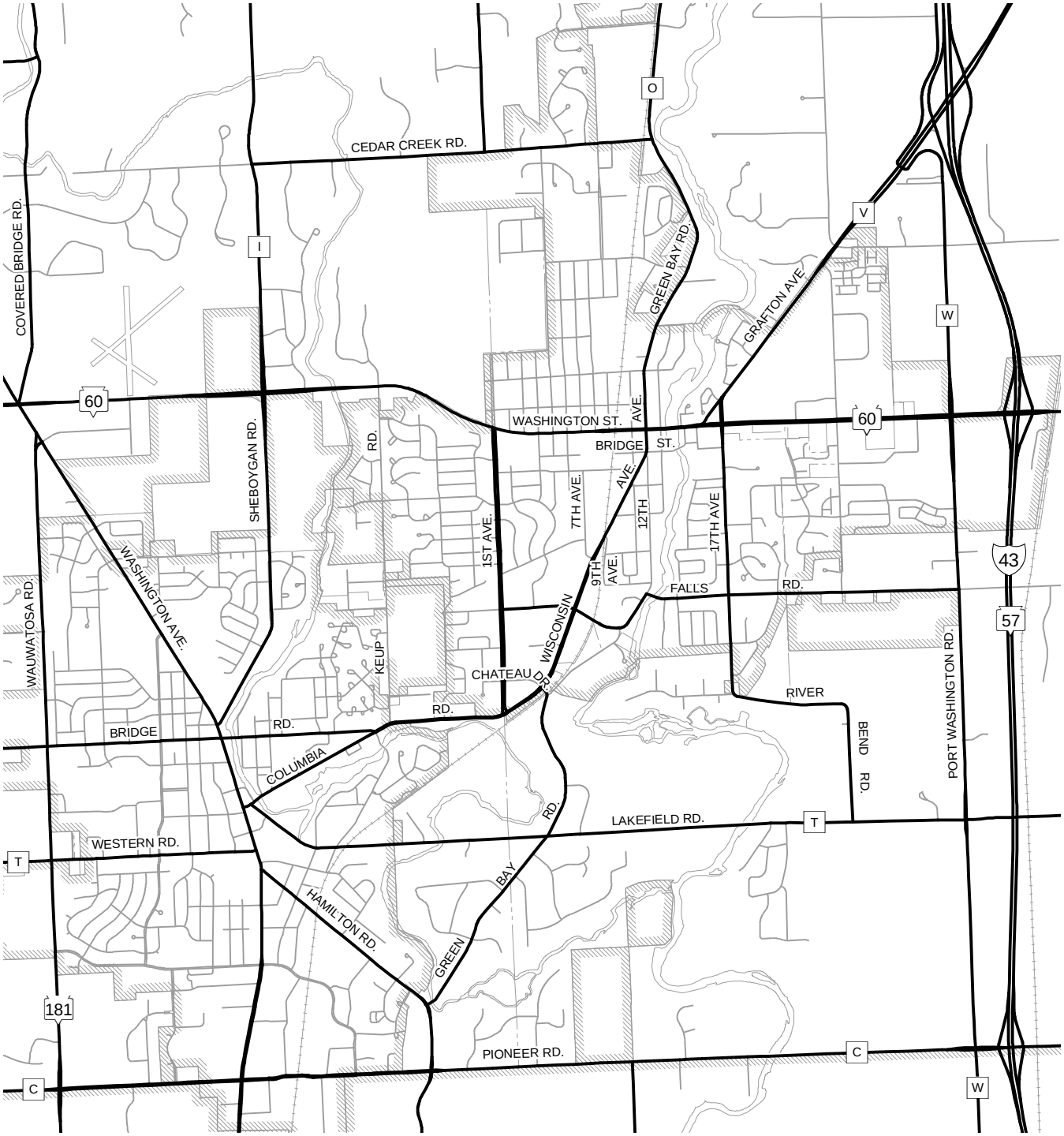
Wisconsin Avenue between 1st Avenue and Chateau Drive is generally 46 feet in width with curb and gutter, and either two travel lanes with a median or two travel lanes with a two-way left turn lane. Parking is not permitted on either side of this segment of Wisconsin Avenue. In 2013, the average weekday traffic volume on this segment of Wisconsin Avenue was 9,300 vehicles per average weekday, below the design capacity of 14,000 to 16,000 vehicles per average weekday for the existing roadway. The forecast year 2035 average daily traffic volume for this segment of Wisconsin Avenue is about 12,000 vehicles per average weekday, approaching but not exceeding the design capacity of 14,000 to 16,000 vehicles per average weekday for the existing roadway.

Between Chateau Drive and 7th Avenue, Wisconsin Avenue is generally 60 feet in width with curb and gutter, sidewalk, and either four travel lanes with a median or four travel lanes with a two-way left turn lane. Parking is not permitted on either side of this segment of Wisconsin Avenue. In 2013, the average weekday traffic volumes on this segment of Wisconsin Avenue ranged from 11,600 to 11,900 vehicles per average weekday, below the design capacity of 18,000 to 21,000 vehicles per average weekday for the existing roadway. The forecast year 2035 average daily traffic volume for this segment of Wisconsin Avenue is about 15,000 vehicles per average weekday, below the design capacity of 18,000 to 21,000 vehicles per average weekday for the existing roadway.

Wisconsin Avenue between 7th Avenue and 9th Avenue is generally 42 feet in width with two travel lanes, a two-way left turn lane, curb and gutter, and sidewalk with no terrace on the west side of the roadway and a grass terrace on the east side of the roadway. Parking is not permitted on either side of this segment of Wisconsin Avenue. In 2013, the average weekday traffic volume on this segment of Wisconsin Avenue was 12,400 vehicles per average weekday, below the design capacity of 16,000 vehicles per average weekday for the existing roadway. The forecast year 2035 average traffic volume for this segment of Wisconsin Avenue is about 15,000 vehicles per average weekday, approaching but not exceeding the design capacity of 16,000 vehicles per average weekday for the existing roadway.

Wisconsin Avenue/12th Avenue between 9th Avenue and STH 60 is generally 42 feet in width between 9th Avenue and Bridge Street and 48 feet in width between Bridge Street and STH 60. The roadway has two travel lanes, parking lanes, curb and gutter, and sidewalk with a stamped concrete terrace. Parking is generally permitted on both sides of this segment of Wisconsin Avenue/12th Avenue. In 2013, the average weekday traffic volume on this segment of Wisconsin Avenue/12th Avenue was 12,400 vehicles per average weekday, below the design capacity of 14,000 vehicles per average weekday for the existing roadway. The forecast year 2035 average daily traffic volume for this segment of Wisconsin Avenue/12th Avenue is about 15,000 vehicles per average weekday, exceeding the design capacity of 14,000 vehicles per average weekday for the existing roadway.

Map 4.6
Existing Arterial Street and Highway System in the City of Cedarburg and Village of Grafton Area



Source: SEWRPC

Thus, consideration of improvements may be warranted on Wisconsin Avenue/12th Avenue between 9th Avenue and STH 60 to alleviate the congestion expected under future forecast year 2035 traffic volumes. The four traffic lanes could be readily provided over the existing 48-foot wide roadway along 12th Avenue between Bridge Street and STH 60 by prohibiting parking during peak periods. However, the Village of Grafton may not be willing to restrict parking along this segment of 12th Avenue. With respect to Wisconsin Avenue between 9th Avenue and Bridge Street, it may be difficult to provide four traffic lanes along the existing 42-foot wide portion of the roadway. Additionally, the existing paved terrace is only about 3 feet wide on both sides of the roadway, potentially making it difficult to widen the roadway to accommodate additional traffic lanes. Moreover, this segment of roadway was reconstructed in 2004 with a service life of about 50 to 60 years.

Therefore, it is recommended that the preliminary recommended functional improvements map be revised to remove the planned widening of Columbia Road/Wisconsin Avenue between Bridge Road and Chateau Drive from two to four traffic lanes. Additionally, it is recommended that the provision of four traffic lanes along Wisconsin Avenue/12th Avenue between 7th Avenue and STH 60 be removed from the preliminary recommended year 2035 Ozaukee County jurisdictional highway system plan. The section of Wisconsin Avenue between Chateau Drive and 7th Avenue that currently has four traffic lanes would continue to be shown as such in the jurisdictional highway system plan.

Consider CTH O Between E. Dekora Street (STH 33) and CTH I Remaining Under County Jurisdiction Rather than Being Transferred to Local Jurisdiction as a Nonarterial

It was requested by a member of the Committee that CTH O between E. Dekora Street (STH 33) and CTH I be considered to remain under County jurisdiction rather than being transferred to local jurisdiction as a nonarterial. The Ozaukee County jurisdictional highway system plan has long recommended that county trunk highways that do not function as arterial facilities should be transferred to the local jurisdiction for which they are located within. The portion of CTH O between CTH I and Cold Springs Road serves an Ozaukee County park—Tendick Nature Park—of county significance. However, this segment of CTH O is generally located within an area planned to remain rural. In rural areas, it is recommended that arterial facilities be provided at intervals of no less than two miles in each direction. This segment of CTH O ranges from zero miles to about two miles east of CTH I and about one-quarter to two miles west of CTH W, which are both planned arterials (see Map 4.7). Recommending this stretch of CTH O as a planned arterial would result in arterial spacing of less than two miles. Moreover, the current year 2010 average weekday traffic volume on the segment of CTH O between Cold Springs Road and CTH I is about 700 vehicles per average weekday, which would not warrant classification as an arterial.

With regard to the portion of CTH O between Cold Springs Road and STH 33, CTH O is generally located within an area planned for medium density development. In existing and planned urban areas of medium density, the year 2035 regional transportation plan recommends a grid of arterial streets at approximately one-mile spacing. This segment of CTH O is about two miles east of CTH I and less than a quarter mile west of CTH W, which are both planned arterials (see Map 4.7). In 2013, the average weekday traffic volume on CTH O between Cold Springs Road and STH 33 was 4,200 vehicles per average weekday. However, most of the traffic volume utilizing this roadway is likely being generated from the existing residences and businesses located adjacent to CTH O between Cold Springs Road and STH 33. These existing residences and businesses are bounded by the Milwaukee River to the east and a Wisconsin and Southern Railroad Company (WSOR) rail line to the west. The only crossing of the Milwaukee River, and access for these residences and businesses to IH 43, is currently by STH 33. With respect to crossing of the WSOR rail line, the closest crossings for traffic traveling east to and west from the residences and businesses along this segment of CTH O is at Cold Springs Road and STH 33. Based on the existing traffic volumes on Cold Springs Road and STH 33, most of the traffic generated from this area uses STH 33 to travel to and from the west side of the rail line. Thus, CTH O currently operates more as a collector facility rather than an arterial facility. Moreover, it is not expected that the extension of Cold Springs Road between CTH O and IH 43—adding another crossing of the Milwaukee River—would have an effect on the traffic volumes along CTH O between Cold Springs Road and STH 33.

Accordingly, it is recommended that the plan continue to show CTH O between Cold Springs Road and CTH I as a local nonarterial facility in the Town and Village of Saukville based on planned development. Additionally, it is recommended that the plan continue to show CTH O between STH 33 and Cold Springs

Map 4.7
CTH O Between STH 33 and CTH I in the Village of Saukville and Town of Saukville

ARTERIAL STREET OR HIGHWAY

EXISTING CTH O

OTHER PLANNED ARTERIALS

N

0 0.9 Miles

Source: SEWRPC

Road as a local nonarterial facility in the Village of Saukville as it currently functions as a collector facility and is expected to continue to function as a collector facility.

Additional Arterial Street and Highway Jurisdictional Transfers to be Addressed During the Ozaukee County Jurisdictional Highway System Plan Review and Update

During the review of the Commission staff's initial draft preliminary recommended Ozaukee County jurisdictional highway system plan at its January 21, 2014, meeting, members of the Ozaukee County Jurisdictional Planning Committee requested specific consideration with respect to the proposed jurisdictional responsibility for the following facilities:

- Consider the transfer of STH 33 to County jurisdiction rather than to local jurisdiction between CTH I and Mill Street (CTH O)

- Consider Washington Avenue/N. Cedarburg Road/Main Street between Pioneer Road (CTH C) and W. Mequon Road (STH 167) remaining under local jurisdiction rather than being transferred to County jurisdiction

- Consider Cedar Creek Road and its planned extension between CTH I and CTH W remaining under local jurisdiction rather than being transferred to County jurisdiction

- Consider the transfer of Western Road (CTH T) from County to local jurisdiction between Wauwatosa Road (STH 181) and the Village of Cedarburg municipal boundary

- Consider the current jurisdictional responsibility in determining the planned jurisdictional responsibility along N. Wasaukee Road between W. County Line Road and W. Pioneer Road (CTH C)

- Consider the current jurisdictional responsibility in determining the planned jurisdictional responsibility along W. County Line Road between N. Wasaukee Road and N. Green Bay Road (STH 57)

In addition, a note was added at the request of a member of the Committee to the map of the preliminary recommended jurisdictional highway system plan indicating that the planned transfer of Highland Road between N. Granville Road and IH 43 would be dependent upon the construction of an IH 43 interchange at Highland Road. Following the January 21, 2014, Committee meeting, the Wisconsin Department of Transportation completed in November 2014 the preliminary engineering and environmental impact study for the reconstruction of IH 43 between W. Silver Spring Drive in Milwaukee County and Washington Street (STH 60) in Ozaukee County. The selected alternative for the reconstruction of this segment of IH 43 includes the construction of a new interchange at Highland Road in the City of Mequon.

Consider the Transfer of STH 33 Between CTH I and Mill Street (CTH O) to County Jurisdiction Rather than to Local Jurisdiction

A member of the Committee requested that the transfer of STH 33 between CTH I and Mill Street (CTH O) to County jurisdiction be considered rather than to local jurisdiction following the construction of the planned extension of Cold Springs Road between CTH O and IH 43. Based on the application of jurisdictional criteria for the design year 2035, this facility would meet the trip service (trip length) criteria for county trunk arterial classification. With respect to land use service criteria, this facility connects and serves a rapid transit station and a freeway interchange which meets the land use criteria for county trunk arterial classification. Based on the forecast year 2035 average daily traffic volumes for the facility, as well as consideration of its operation characteristics (system continuity, facility spacing, traffic mobility, and land access), this facility would be classified as a county trunk arterial classification. The Commission staff proposed to revise its initial recommendation, and recommend that STH 33 between CTH I and CTH O be classified as a county trunk arterial facility.

Consider Washington Avenue/N. Cedarburg Road/Main Street Between Pioneer Road (CTH C) and W. Mequon Road (STH 167) Remaining Under Local Jurisdiction Rather than Being Transferred to County Jurisdiction

A member of the Committee requested the consideration of Washington Avenue/N. Cedarburg Road/Main Street between Pioneer Road (CTH C) and W. Mequon Road (STH 167) remaining under local jurisdiction rather than being transferred to County jurisdiction. Based on the application of jurisdictional criteria for the design year 2035, this facility would meet the trip service (trip length) criteria for local trunk classification. With respect to land use service criteria, this facility connects and serves areas that meet the land use criteria for local trunk arterial classification. Based on the forecast year 2035 average daily traffic volumes for the facility, as well as consideration of its operational characteristics (system continuity, facility spacing, traffic mobility, and land access), this facility would be classified as a county trunk arterial classification. The Commission staff proposed to revise its initial recommendation, and recommend that Washington Avenue/N. Cedarburg Road/Main Street between CTH C and STH 167 remain as a local trunk arterial facility.

Consider Cedar Creek Road and its Planned Extension Between CTH I and CTH W Remaining Under Local Jurisdiction Rather than Being Transferred to County Jurisdiction

A member of the Committee requested the consideration of Cedar Creek Road and its planned extension between CTH I and CTH W remaining under local jurisdiction rather than being transferred to County jurisdiction. Based on the application of jurisdictional criteria for the design year 2035, this facility would meet the trip service (trip length) criteria for county trunk classification. With respect to land use service criteria, this facility connects and serves areas that meet the land use criteria for local trunk arterial classification. Based on the forecast year 2035 average daily traffic volumes for the facility, as well as consideration of its operational characteristics (system continuity, facility spacing, traffic mobility, and land access), this facility would be classified as a county trunk arterial. The Commission staff proposed to revise its initial recommendation, and recommend that Cedar Creek Road and its extension between CTH I and CTH W remain as a local trunk arterial facility. However, at the Committee meeting held February 25, 2015, a Committee member representing the Village of Grafton indicated that the Village would prefer that the preliminary recommended Ozaukee County jurisdictional highway system plan recommend that Cedar Creek Road and its planned extension between CTH O and CTH W be transferred to County jurisdiction. As recommended by Commission staff and with the agreement of the Committee, the map of the preliminary recommended Ozaukee County jurisdictional highway system plan was modified to show both County and local jurisdiction for Cedar Creek Road and its planned extension between CTH O and CTH W, with a note indicating that jurisdictional responsibility for this roadway segment, including responsibility for constructing the bridge needed to cross the Milwaukee River, would be determined through discussions by Ozaukee County and the Village and Town of Grafton as development occurs in the Cedar Creek Road corridor.

Consider the Transfer of Western Road (CTH T) from County to Local Jurisdiction Between Wauwatosa Road (STH 181) and the City of Cedarburg Municipal Boundary

A member of the Committee requested the consideration of the transfer of Western Road (CTH T) from County to local jurisdiction between Wauwatosa Road (STH 181) and the City of Cedarburg municipal boundary. Based on the application of jurisdictional criteria for the design year 2035, this facility would meet the trip service (trip length) criteria for local trunk classification. With respect to land use service criteria, this facility connects and serves areas that meet the land use criteria for local trunk arterial classification. Based on the forecast year 2035 average daily traffic volumes for the facility, as well as consideration of its operational characteristics (system continuity, facility spacing, traffic mobility, and land access), this facility would be classified as a county trunk arterial. The Commission staff proposed to revise its initial recommendation, and recommend that CTH T between STH 181 and the City of Cedarburg municipal boundary be classified as a local trunk arterial facility.

Consider the Current Jurisdictional Responsibility in Determining the Planned Jurisdictional Responsibility Along N. Wasaukee Road Between W. County Line Road and W. Pioneer Road (CTH C)

A member of the Committee suggested that the current jurisdictional responsibility for the segments of N. Wasaukee Road along the Ozaukee County/Washington County line between W. County Line Road and W. Pioneer Road (CTH C) should be reviewed and considered in the determination of the planned jurisdictional responsibilities for these facilities. The three-mile segment of N. Wasaukee Road between CTH C and W.

Freistadt Road is under Washington County jurisdiction on the Washington County side of the roadway and under City of Mequon jurisdiction on the Ozaukee County side of the roadway. The three-mile segment of N. Wasaukee Road between W. Freistadt Road and W. County Line Road is entirely under local jurisdiction with the Ozaukee County side of the roadway being under City of Mequon jurisdiction. With respect to the Washington County side of the roadway, 2.82 miles is under the jurisdiction of the City of Germantown and the remaining 0.18 mile is under the jurisdiction of the City of Milwaukee.

With respect to the application of jurisdictional criteria for the design year 2035, N. Wasaukee Road would meet the trip service (trip length) criteria for state trunk classification between W. County Line Road and W. Mequon Road (STH 167) and for county trunk classification between STH 167 and CTH C. With respect to land use service criteria, this facility connects and serves areas that meet the land use criteria for county trunk arterial classification. Based on the forecast year 2035 average daily traffic volumes for the facility, as well as consideration of its operational characteristics (system continuity, facility spacing, traffic mobility, and land access), this facility would be classified as a county trunk arterial. The Commission staff proposed to revise its initial recommendation, and recommend that N. Wasaukee Road between Highland Road and CTH C be classified as a county trunk arterial facility. Any transfer of this segment of roadway from local jurisdiction to County jurisdiction would require agreement of the Wisconsin Department of Transportation, Ozaukee and Washington Counties, and the Cities of Germantown, Mequon, and Milwaukee.

Consider the Current Jurisdictional Responsibility in Determining the Planned Jurisdictional Responsibility Along W. County Line Road Between N. Wasaukee Road and N. Cedarburg Road (STH 57)

A member of the Committee suggested that the current jurisdictional responsibility for the segments of W. County Line Road along the Ozaukee County/Milwaukee County line between N. Wasaukee Road and N. Cedarburg Road (STH 57) should be reviewed and considered in the determination of the planned jurisdictional responsibilities for these facilities. The 4.91-mile segment of W. County Line Road between N. Wasaukee Road and STH 57 is entirely under local jurisdiction with the Ozaukee County side of the roadway being under City of Mequon jurisdiction. With respect to the Milwaukee County side of the roadway, 3.50 miles is under the jurisdiction of the City of the Milwaukee and the remaining 1.41 miles is under the jurisdiction of the Village of Brown Deer.

With respect to the application of jurisdictional criteria for the design year 2035, W. County Line Road would meet the trip service (trip length) criteria for local trunk classification. With respect to land use service criteria, this facility connects and serves areas that meet the land use criteria for county trunk arterial classification. Based on the forecast year 2035 average daily traffic volumes for the facility, as well as consideration of its operational characteristics (system continuity, facility spacing, traffic mobility, and land access), this facility would be classified as a county trunk arterial. Therefore, the Commission staff continued to recommend that W. County Line Road between N. Wasaukee Road and STH 57 be classified as a county trunk arterial facility. Any transfer of this segment of roadway from local jurisdiction to County jurisdiction would require agreement of the Wisconsin Department of Transportation, Ozaukee and Milwaukee Counties, the Cities of Mequon and Milwaukee, and the Village of Brown Deer.

Additional Functional Improvement Changes Considered During the Development of the VISION 2050 Regional Land Use and Transportation Plan

Following the Ozaukee County Jurisdictional Highway Planning Committee's approval of the preliminary recommended year 2035 Ozaukee County jurisdictional highway system plan at its February 25, 2015, meeting, Commission staff continued work on VISION 2050, a major reevaluation of the regional land use and transportation plan for Southeastern Wisconsin that would extend the design year of the regional transportation plan from the year 2035 to the year 2050. As part of VISION 2050, the functional improvement recommendations of the preliminary recommended year 2035 Ozaukee County jurisdictional highway system plan were compared to year 2050 average weekday traffic volumes forecast for the Region's arterial street and highway system. These year 2050 forecast average weekday traffic volumes, similar to the year 2035 regional transportation plan, were based on a more compact land use development pattern as well as significantly expanded transit service in the Region. Based on the results of the review, the Ozaukee County Jurisdictional Highway Planning Committee approved at its January 11, 2016, meeting only a modest change to the preliminary recommended year 2035 jurisdictional highway system plan—recommending the reservation of right-of-way along N. Wauwatosa Road (STH 181) between Highland Road and Bridge Road

to accommodate a potential future improvement beyond the design year 2050, rather than the widening of this segment of STH 181 from two to four traffic lanes.

Preliminary Recommended Year 2050 Ozaukee County Jurisdictional Highway System Plan

Map 4.8 shows the revised preliminary recommended functional improvements to the Ozaukee County jurisdictional highway system plan as approved by the Ozaukee County Jurisdictional Highway Planning Committee at its January 11, 2016, meeting, including the extension of its design year from year 2035 to year 2050 to coincide with VISION 2050—the year 2050 regional land use and transportation plan. Map 4.9 shows the preliminary recommended Ozaukee County jurisdictional highway system plan, as approved by the Committee on February 25, 2015. As there were only modest changes between the year 2035 forecast average weekday traffic volumes (based on the year 2035 regional transportation plan) and the year 2050 forecast average weekday traffic volumes (based on VISION 2050), the design year of the preliminary recommended Ozaukee County jurisdictional highway system plan was extended from year 2035 to year 2050 without any changes. Map 4.10 shows the jurisdictional transfers that would need to occur to implement the preliminary recommended year 2050 jurisdictional highway system plan. Table 4.3 provides a comparison of the arterial and non-arterial street and highway mileage under existing year 2013 conditions and under the preliminary recommended year 2050 Ozaukee County jurisdictional highway system plan.

Public Reaction to the Preliminary Recommended Year 2050 Ozaukee County Jurisdictional Highway System Plan

The preliminary recommended year 2050 Ozaukee County jurisdictional highway system plan was presented for public comment as part of the VISION 2050 public workshop held in Ozaukee County on April 27, 2016. Two public comments were provided at the workshop in support of the recommended IH 43 functional improvements included in the preliminary recommended year 2050 Ozaukee County jurisdictional highway system plan and in the VISION 2050 Draft Plan. Based on the public comments received, Commission staff did not recommend that any further changes be considered by the Ozaukee County Jurisdictional Highway Planning Committee.

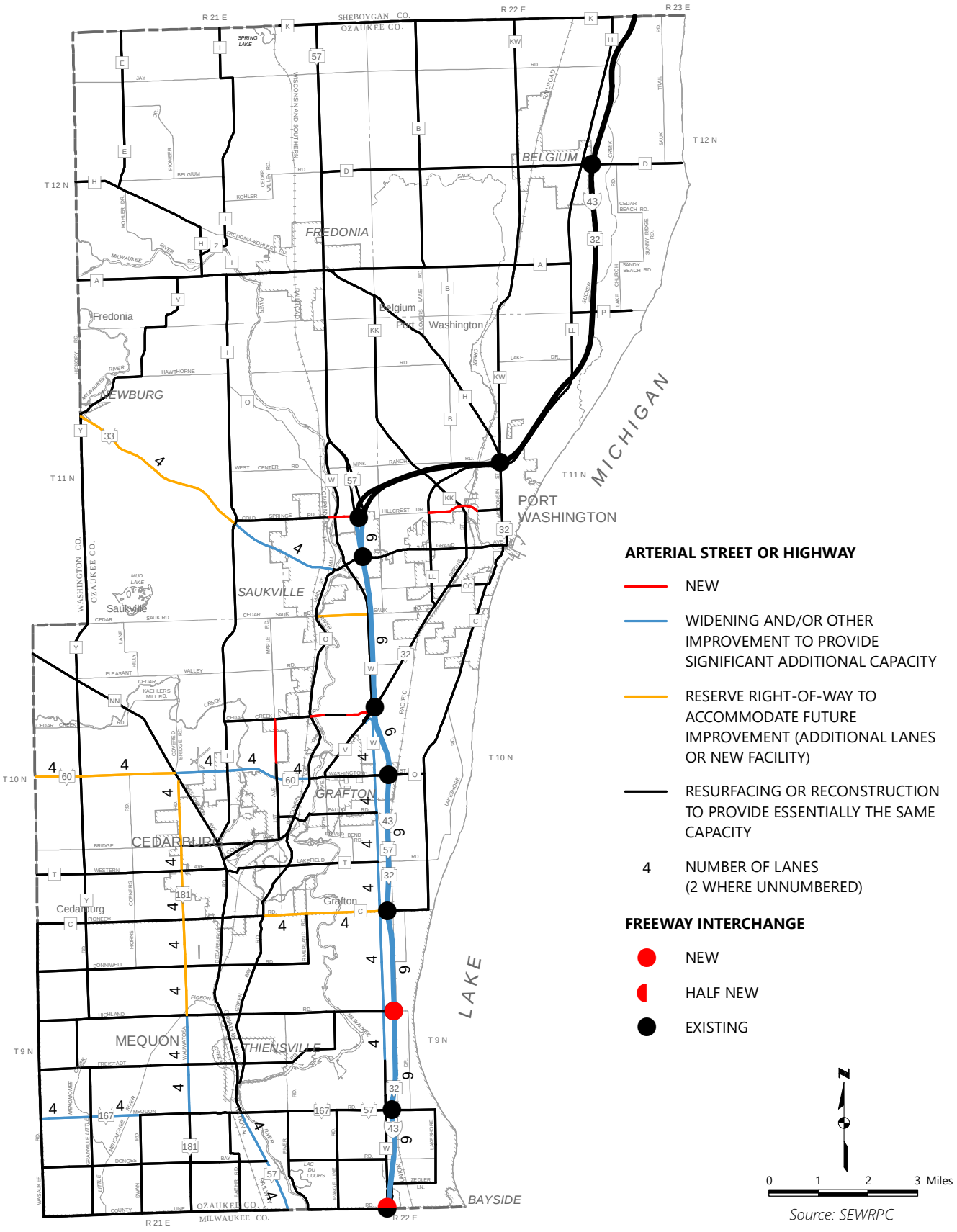
4.6 SUMMARY

The application of criteria for jurisdictional highway 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: 1) classification of each arterial facility in terms of trip service criteria; 2) classification of each arterial facility in terms of the land use criteria; 3) classification of each arterial facility in terms of traffic volume (one of the operational characteristics); and 4) the combining and refinement of these three sets of jurisdictional classifications through the application of additional operational characteristics criteria, including system continuity and facility spacing.

Utilizing trip length, land use service, and vehicle volumes, arterial facilities were classified into one of three jurisdictional categories: state trunk, county trunk, or local trunk. Some judgment was exercised in the case of facilities that did not clearly fall into one category or another. Further, a draft preliminary recommended jurisdictional highway system classification for Ozaukee County was then developed after review of the three criteria.

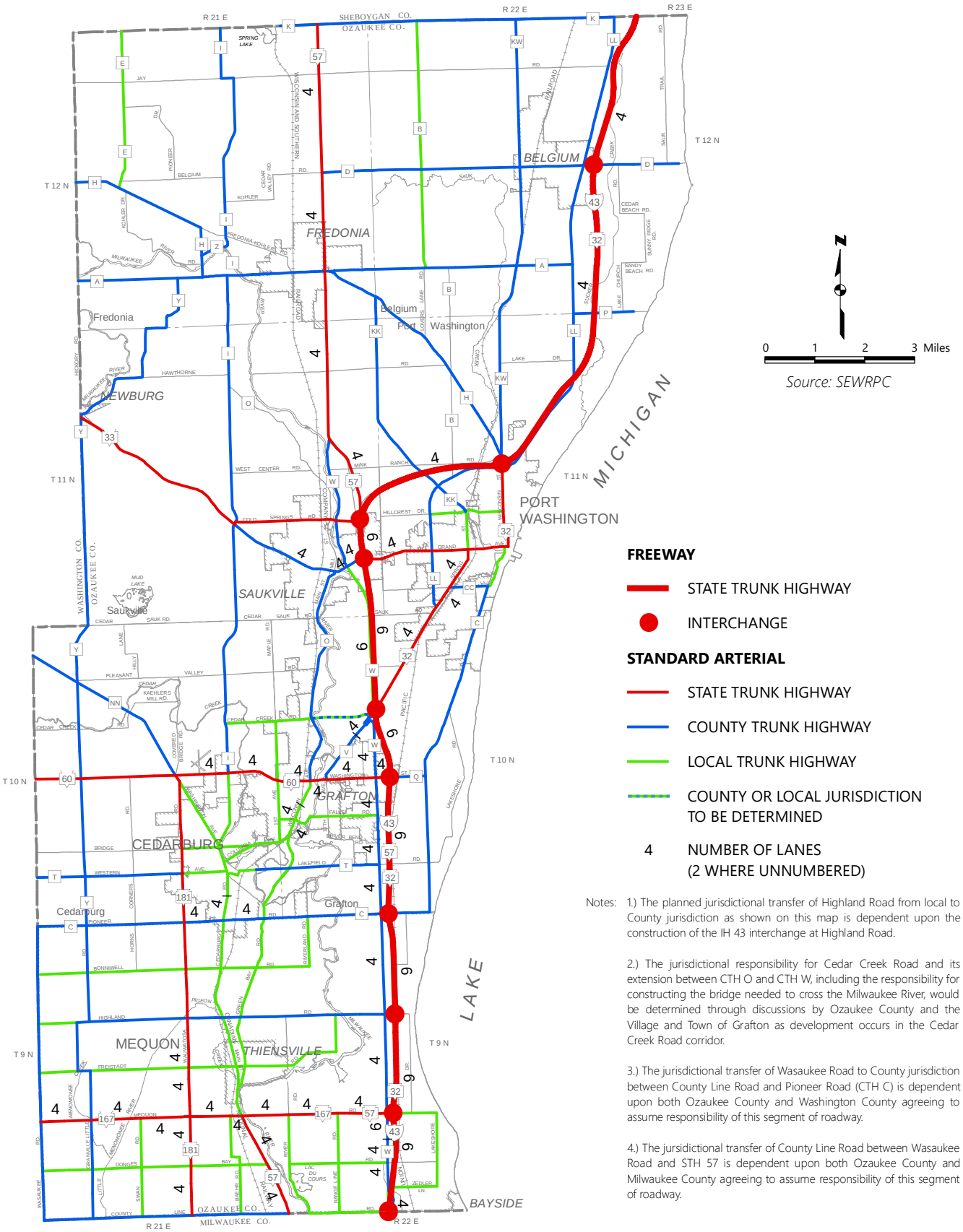
The draft preliminary recommended Ozaukee County jurisdictional highway system plan was presented to the Committee for its review and consideration. The Committee unanimously approved a preliminary recommended Ozaukee County jurisdictional highway system plan that included changes to the initial draft plan that were discussed and agreed upon by the Committee, including the extension of the design year of the plan from year 2035 to year 2050. The preliminary recommended year 2050 Ozaukee County jurisdictional highway system plan was presented to the public for comment as part of the VISION 2050 planning effort. A final recommended year 2050 Ozaukee County jurisdictional highway system plan is summarized in Chapter 5 of this report.

Map 4.8
Revised Functional Improvements Recommended in the Preliminary Recommended Ozaukee County Jurisdictional Highway System Plan



Source: SEWRPC

Map 4.9
Preliminary Recommended Year 2050 Ozaukee County Jurisdictional Highway System Plan



FREEWAY

- STATE TRUNK HIGHWAY
- INTERCHANGE

STANDARD ARTERIAL

- STATE TRUNK HIGHWAY
- COUNTY TRUNK HIGHWAY
- LOCAL TRUNK HIGHWAY
- COUNTY OR LOCAL JURISDICTION TO BE DETERMINED
- 4 NUMBER OF LANES (2 WHERE UNNUMBERED)

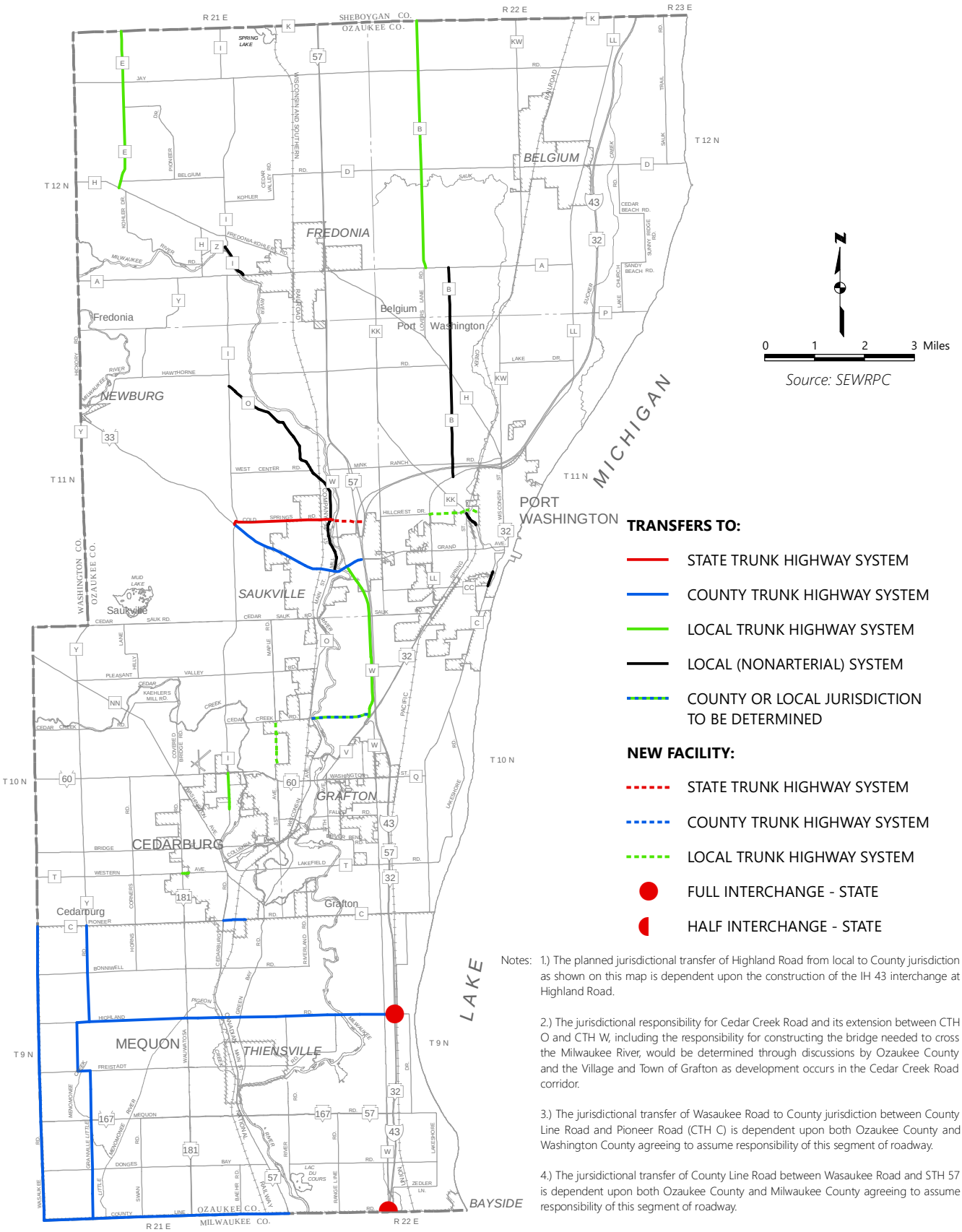
Notes: 1.) The planned jurisdictional transfer of Highland Road from local to County jurisdiction as shown on this map is dependent upon the construction of the IH 43 interchange at Highland Road.

2.) The jurisdictional responsibility for Cedar Creek Road and its extension between CTH O and CTH W, including the responsibility for constructing the bridge needed to cross the Milwaukee River, would be determined through discussions by Ozaukee County and the Village and Town of Grafton as development occurs in the Cedar Creek Road corridor.

3.) The jurisdictional transfer of Wasaukee Road to County jurisdiction between County Line Road and Pioneer Road (CTH C) is dependent upon both Ozaukee County and Washington County agreeing to assume responsibility of this segment of roadway.

4.) The jurisdictional transfer of County Line Road between Wasaukee Road and STH 57 is dependent upon both Ozaukee County and Milwaukee County agreeing to assume responsibility of this segment of roadway.

Map 4.10
Changes in Jurisdictional Responsibility Under the Preliminary Recommended Year 2050 Ozaukee County Jurisdictional Highway System Plan



Notes: 1.) The planned jurisdictional transfer of Highland Road from local to County jurisdiction as shown on this map is dependent upon the construction of the IH 43 interchange at Highland Road.

2.) The jurisdictional responsibility for Cedar Creek Road and its extension between CTH O and CTH W, including the responsibility for constructing the bridge needed to cross the Milwaukee River, would be determined through discussions by Ozaukee County and the Village and Town of Grafton as development occurs in the Cedar Creek Road corridor.

3.) The jurisdictional transfer of Wasaukee Road to County jurisdiction between County Line Road and Pioneer Road (CTH C) is dependent upon both Ozaukee County and Washington County agreeing to assume responsibility of this segment of roadway.

4.) The jurisdictional transfer of County Line Road between Wasaukee Road and STH 57 is dependent upon both Ozaukee County and Milwaukee County agreeing to assume responsibility of this segment of roadway.

Table 4.3
Comparison of Ozaukee County Street and Highway Mileage Under Existing Year 2013 Conditions and Under the Preliminary Recommended Year 2050 Ozaukee County Jurisdictional Highway System Plan

	State[a]	County			Local			Total		
Year	Arterial	Arterial	Nonarterial	Total	Arterial	Nonarterial	Total	Arterial	Nonarterial	Total
2013	79	148	10	158	76	624	700	303	634	937
2050	79	157	0	157	75	634[b]	709	311	634[b]	945

[a] *Includes Interstate, United States, state trunk and connecting highways under State jurisdiction.*

[b] *Does not include new nonarterial roadway constructed after existing year 2013.*

Source: Wisconsin Department of Transportation and SEWRPC

RECOMMENDED OZAUKEE COUNTY JURISDICTIONAL HIGHWAY SYSTEM PLAN 5

Credit: SEWRPC Staff

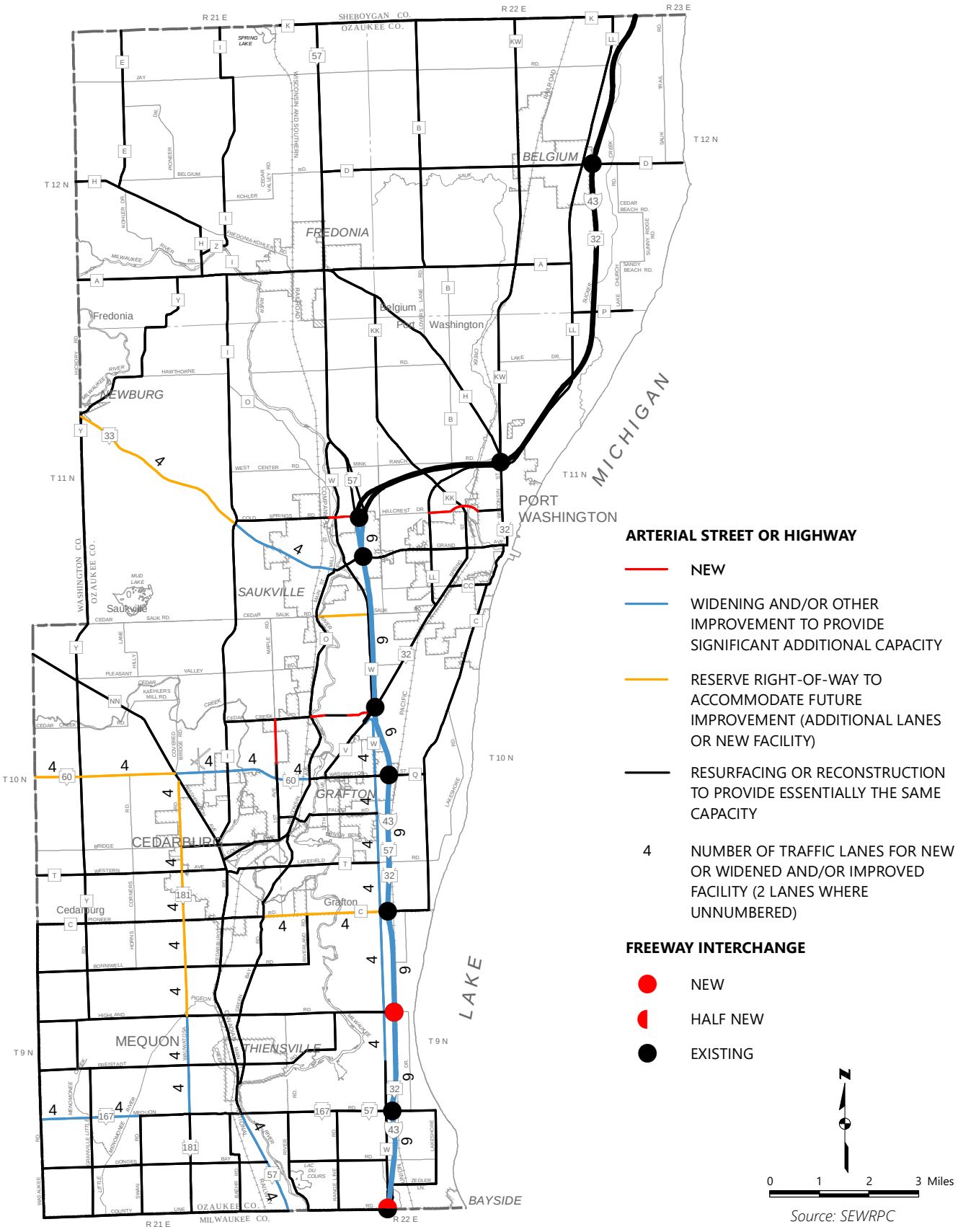
5.1 INTRODUCTION

This chapter describes the recommended Ozaukee County jurisdictional highway system plan approved by the Ozaukee County Jurisdictional Highway Planning Committee. The plan recommends the arterial street and highway system required to meet existing and forecast future traffic demands at an adequate level of service, and also recommends the level of government—State, County, or local—which should have responsibility for the design, construction, maintenance, and operation of each segment of the arterial street and highway system in Ozaukee County. The review and update of the Ozaukee County jurisdictional highway system plan commenced with an objective to refine and extend the functional, as well as jurisdictional, arterial street and highway system plan for Ozaukee County to the design year 2035. However, the jurisdictional planning process was necessarily conducted concurrently with the development of VISION 2050, the sixth-generation regional land use and transportation plan for Southeastern Wisconsin that extends the design year of the regional transportation plan from the year 2035 to the year 2050. As the updates to the functional improvements and jurisdiction responsibilities from the Ozaukee County jurisdictional highway system planning effort were, subsequently, reflected in VISION 2050, and the changes in conditions between the year 2035 and year 2050 regional plans were minor, the design year for the recommended Ozaukee County jurisdictional highway system plan was extended from the year 2035 to the year 2050. This chapter attempts to, as well, identify the actions required to implement the recommended year 2050 Ozaukee County jurisdictional highway system plan.

5.2 FUNCTIONAL IMPROVEMENT RECOMMENDATIONS FOR OZAUKEE COUNTY

The functional, or capacity, improvements recommended under the year 2050 Ozaukee County jurisdictional highway system plan as considered and approved by the Ozaukee County Jurisdictional Highway Planning Committee are displayed in Map 5.1 and Table 5.1. Of the total 311 miles of planned arterial system in Ozaukee County, a total of 275 miles would require only preservation, or resurfacing and reconstruction; 33 miles would require improvement, or widening, to provide additional traffic lanes; and three miles would consist of new facilities.

Map 5.1
Functional Improvements Recommended in the Year 2050
Ozaukee County Jurisdictional Highway System Plan



Source: SEWRPC

Table 5.1
Functional Improvements Recommended in the Year 2050
Ozaukee County Jurisdictional Highway System Plan

Recommended Jurisdiction[a]	Improvement Type	Facility	Termini	Improvement Description
State	Widening	IH 43	IH 43/STH 57 interchange to County Line Road	Widen from four to six traffic lanes
		STH 60	STH 181/CTH NN to CTH O (12th Avenue)	Widen from two to four traffic lanes
		STH 181 (Wauwatosa Road)	STH 167 (Mequon Road) to Highland Road	Widen from two to four traffic lanes
		STH 167 (Mequon Road)	Wasaukee Road to Swan Road	Widen from two to four traffic lanes
		STH 57 (Cedarburg Road)	STH 167 (Mequon Road) to County Line Road	Widen from two to four traffic lanes
	Expansion	Cold Springs Road extension (STH 33 bypass)	CTH O to IH 43/STH 57 interchange	Construct two lanes on new alignment
		IH 43 interchange	IH 43 and Highland Road	Construct new interchange
		IH 43 interchange	IH 43 and County Line Road	Upgrade to full interchange
County	Widening	STH 33 (Dekora Street)	CTH I to 150 feet east of Ulao Street	Widen from two to four traffic lanes
		CTH W	CTH V to Glen Oaks Lane	Widen from two to four traffic lanes
Local	Expansion	Walters Street extension	CTH LL to Grant Street	Construct two lanes on new alignment
		Cedar Creek Road extension[a]	CTH O to CTH W	Construct two lanes on new alignment
		1st Avenue extension	Cedar Creek Road to Rose Street	Construct two lanes on new alignment

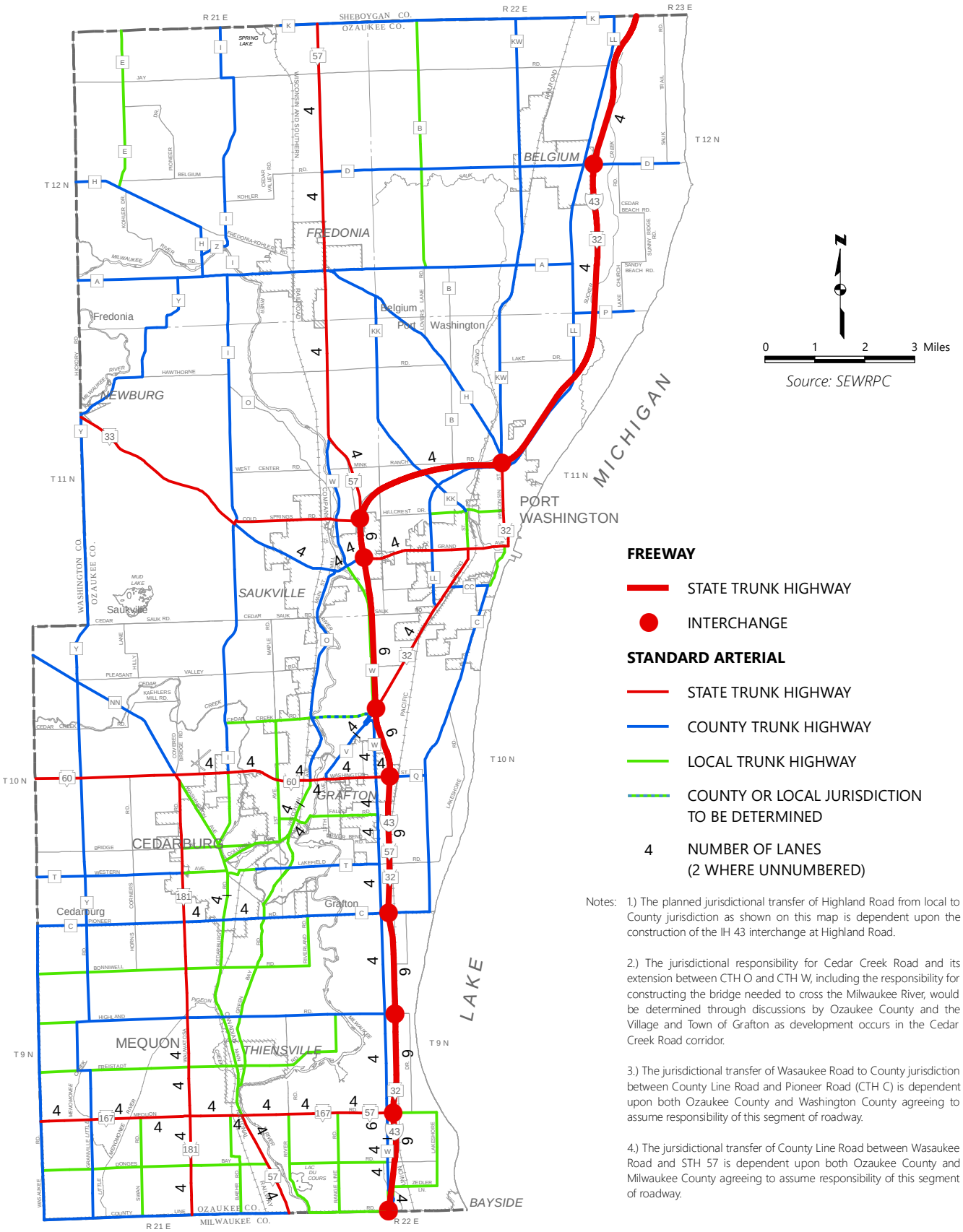
[a] *The jurisdictional responsibility for Cedar Creek Road and its extension between CTH O and CTH W, including the responsibility for constructing the bridge needed to cross the Milwaukee River, would be determined through discussions by Ozaukee County and the Village and Town of Grafton as development occurs in the Cedar Creek Road corridor.*

Source: SEWRPC

5.3 RECOMMENDED JURISDICTIONAL HIGHWAY SYSTEM PLAN FOR OZAUKEE COUNTY

The recommended year 2050 Ozaukee County jurisdictional highway system plan considered and approved by the Ozaukee County Jurisdictional Highway Planning Committee is shown on Map 5.2. Map 5.3 shows the changes in jurisdictional responsibility that would need to occur to implement the recommended jurisdictional highway system plan. Table 5.2 provides a comparison of the arterial and nonarterial street and highway mileage in Ozaukee County under existing year 2013 conditions and under the recommended year 2050 Ozaukee County jurisdictional highway system plan. The recommended arterial street and highway system would include approximately 311 miles, or about 33 percent of the total street and highway system in Ozaukee County. The State arterial element of the recommended jurisdictional plan would include 79 miles of arterial facilities, or about 25 percent of the 311-mile planned arterial system. This represents the same number of miles as the existing state trunk highway system in Ozaukee County. The County arterial element of the recommended jurisdictional plan would include 157 miles of arterial facilities, or about 51 percent of the 311-mile planned arterial system. This represents an increase of nine miles in the existing county trunk highway system in Ozaukee County. The local arterial element of the recommended jurisdictional plan would include 75 miles of arterial facilities, or about 24 percent of the 311-mile planned arterial system. This represents a decrease of one mile in the existing local arterial system in Ozaukee County. Table 5.3 presents the distribution of planned arterial street and highway mileage within Ozaukee County in 2050 by State, County, and local jurisdictional classification.

Map 5.2
Recommended Year 2050 Ozaukee County Jurisdictional Highway System Plan



Notes:

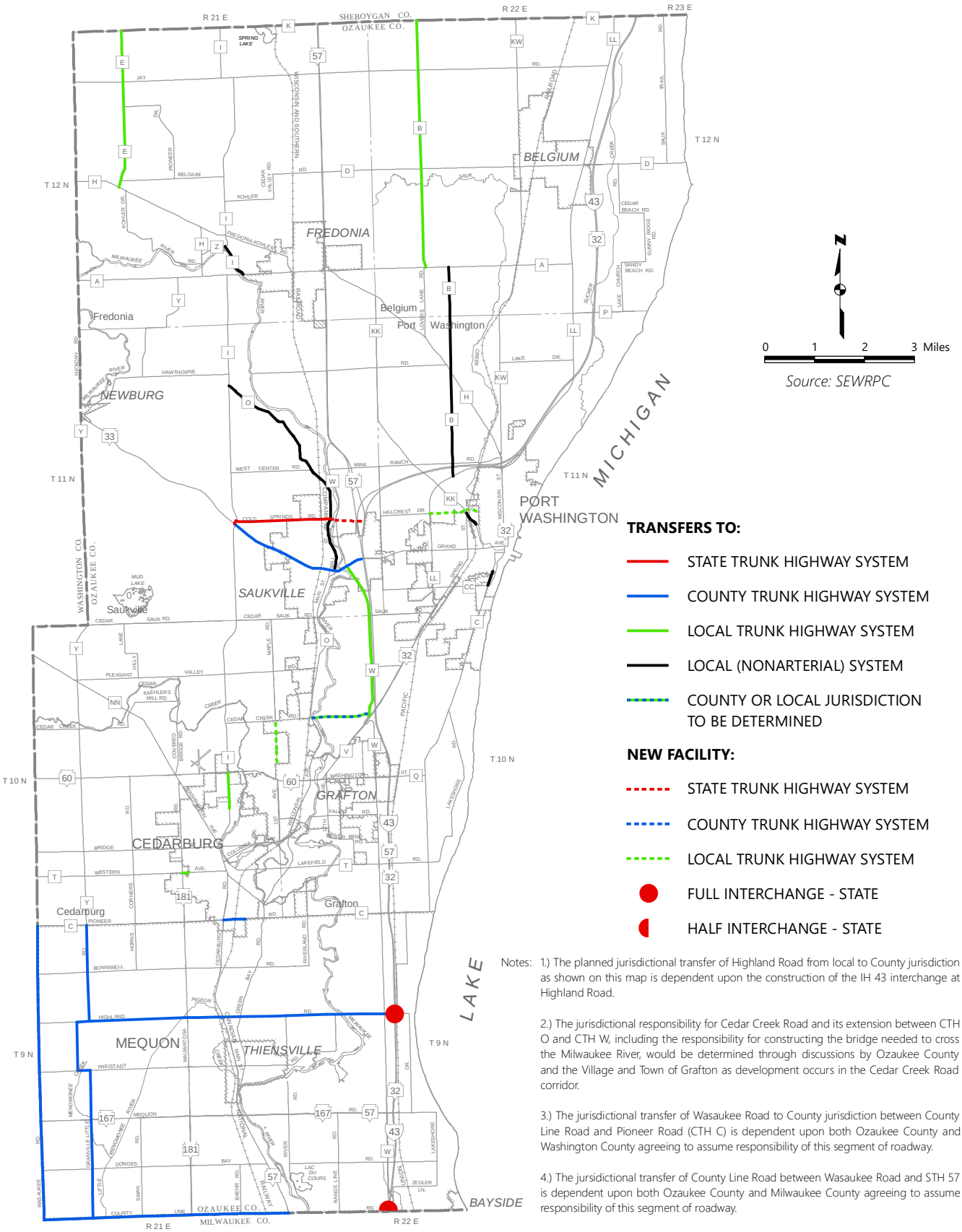
1.) The planned jurisdictional transfer of Highland Road from local to County jurisdiction as shown on this map is dependent upon the construction of the IH 43 interchange at Highland Road.

2.) The jurisdictional responsibility for Cedar Creek Road and its extension between CTH O and CTH W, including the responsibility for constructing the bridge needed to cross the Milwaukee River, would be determined through discussions by Ozaukee County and the Village and Town of Grafton as development occurs in the Cedar Creek Road corridor.

3.) The jurisdictional transfer of Wasaukee Road to County jurisdiction between County Line Road and Pioneer Road (CTH C) is dependent upon both Ozaukee County and Washington County agreeing to assume responsibility of this segment of roadway.

4.) The jurisdictional transfer of County Line Road between Wasaukee Road and STH 57 is dependent upon both Ozaukee County and Milwaukee County agreeing to assume responsibility of this segment of roadway.

Map 5.3
Changes in Jurisdictional Responsibility Under the Recommended Year 2050 Ozaukee County Jurisdictional Highway System Plan



Notes: 1.) The planned jurisdictional transfer of Highland Road from local to County jurisdiction as shown on this map is dependent upon the construction of the IH 43 interchange at Highland Road.

2.) The jurisdictional responsibility for Cedar Creek Road and its extension between CTH O and CTH W, including the responsibility for constructing the bridge needed to cross the Milwaukee River, would be determined through discussions by Ozaukee County and the Village and Town of Grafton as development occurs in the Cedar Creek Road corridor.

3.) The jurisdictional transfer of Wasaukee Road to County jurisdiction between County Line Road and Pioneer Road (CTH C) is dependent upon both Ozaukee County and Washington County agreeing to assume responsibility of this segment of roadway.

4.) The jurisdictional transfer of County Line Road between Wasaukee Road and STH 57 is dependent upon both Ozaukee County and Milwaukee County agreeing to assume responsibility of this segment of roadway.

Table 5.2
Comparison of Ozaukee County Street and Highway Mileage Under Existing Year 2013 Conditions and Under the Recommended Year 2050 Ozaukee County Jurisdictional Highway System Plan

	State[a]	County			Local			Total		
Year	Arterial	Arterial	Nonarterial	Total	Arterial	Nonarterial	Total	Arterial	Nonarterial	Total
2013	79	148	10	158	76	624	700	303	634	937
2050	79	157	0	157	75	634[b]	709	311	634[b]	945

[a] *Includes Interstate, United States, state trunk and connecting highways under State jurisdiction.*

[b] *Does not include new nonarterial roadway constructed after existing year 2013.*

Source: Wisconsin Department of Transportation and SEWRPC

5.4 PLAN IMPLEMENTATION

Recommended plan actions are listed in the following paragraphs by level of government concerned.

Local Level

Ozaukee County Board

It is recommended that the Ozaukee County Board, upon recommendation of the Public Works Committee of the Ozaukee County Board, do the following:

1. Adopt the recommended jurisdictional highway system plan as a guide to future highway facility development within the County.

2. Seek, in cooperation with the Wisconsin Department of Transportation and local units of government, the implementation of the jurisdictional transfers with respect to the state trunk, county trunk, and local trunk systems, as recommended in the jurisdictional highway system plan.

Table 5.3
Arterial Street and Highway Mileage by Jurisdiction Under the Recommended Year 2050 Ozaukee County Jurisdictional Highway System Plan

	Planned Arterial Miles			
Jurisdiction	State	County	Local	Total
City of Cedarburg	1.7	1.1	8.3	11.1
City of Mequon	22.1	28.5	37.4	88.0
City of Port Washington	4.7	3.5	2.4	10.6
Village of Bayside	0.0	0.0	0.0	0.0
Village of Belgium	0.0	4.0	0.0	4.0
Village of Fredonia	1.2	2.3	0.0	3.5
Village of Grafton	3.3	3.4	5.5	12.2
Village of Newburg	0.2	0.5	0.0	0.7
Village of Saukville	2.6	3.6	0.5	6.7
Village of Thiensville	0.0	0.0	3.5	3.5
Town of Belgium	6.1	25.0	5.0	36.1
Town of Cedarburg	5.9	18.5	2.8	27.2
Town of Fredonia	4.9	19.5	3.2	27.6
Town of Grafton	7.2	15.8	5.2	28.2
Town of Port Washington	7.5	16.8	0.9	25.2
Town of Saukville	11.1	14.8	0.6	26.5
Total	78.5	157.3	75.3	311.1

Source: SEWRPC

3. Proceed with right-of-way acquisition and facility construction as necessary to implement functional improvements recommended under the jurisdictional highway system plan.

4. Establish, with the approval of the municipalities affected, a modified "official" map, pursuant to Section 80.64 of the *Wisconsin Statutes*, identifying the location and necessary right-of-way of all planned state and county trunk highways.

City Common Councils, Village Boards, and Town Boards

It is recommended that the city common councils, village boards, and town boards in Ozaukee County, upon recommendations, as appropriate, of their plan commissions and boards of public works, do the following:

1. Endorse the recommended jurisdictional highway system plan as a guide to highway system development within their area of jurisdiction. It is further suggested that the respective local plan commissions endorse and integrate the recommended jurisdictional highway system plan into the local comprehensive plans and recommend plan adoption to their local governing body.

2. Act to approve a County official map prepared in conformance with the recommended jurisdictional highway system plan, and establish local official maps including the state, county, and local trunk highway facilities.

3. Proceed with right-of-way acquisition and facility construction to implement the functional improvements recommended under the jurisdictional highway system plan.

4. Seek, in cooperation with the Ozaukee County Board and the Wisconsin Department of Transportation, the implementation of the jurisdictional transfers with respect to the state, county, and local trunk systems as recommended in the jurisdictional highway system plan.

Regional Level

Regional Planning Commission

As the functional improvement and jurisdictional recommendations of the recommended year 2050 Ozaukee County jurisdictional highway system plan were incorporated into VISION 2050, the year 2050 regional land use and transportation plan adopted by the Southeastern Wisconsin Regional Planning Commission on July 28, 2016, it is not necessary for the Commission to formally adopt the recommended jurisdictional highway system plan as an amendment to the regional transportation plan. Should the recommended jurisdictional highway system plan be amended in the future, the Commission should act to formally adopt the amended jurisdictional highway system plan as an integral part of the master plan for the Region, constituting an amendment to the regional transportation plan.

State Level

Wisconsin Department of Transportation

It is recommended that the Wisconsin Department of Transportation do the following:

1. Endorse and integrate the recommended jurisdictional highway system plan into the State long-range highway system plan.

2. Seek, in cooperation with the Ozaukee County Board and appropriate local officials, the implementation of the jurisdictional transfers with respect to the state trunk, county trunk, and local trunk systems, as recommended in the jurisdictional highway system plan.

3. Proceed with right-of-way acquisition and facility construction to implement the functional improvements recommended under the jurisdictional highway system plan.

Federal Level

U.S. Department of Transportation, Federal Highway Administration

It is recommended that the U.S. Department of Transportation, Federal Highway Administration acknowledge the recommended jurisdictional highway system plan for Ozaukee County.

SUMMARY AND CONCLUSIONS 6

Credit: SEWRPC Staff

6.1 INTRODUCTION

This report presents an update to the Ozaukee County jurisdictional highway system plan that was originally adopted by the Ozaukee County Board of Supervisors on December 5, 1973, and later amended on five other occasions. The updated jurisdictional highway system plan is for the design year 2050. This jurisdictional highway system plan provides a review and reevaluation, and recommendations as to which level and agency of government should have jurisdictional responsibilities for each segment of arterial street and highway in Ozaukee County. This review was required in order to address changing traffic demands and patterns, to adjust the jurisdictional systems to changes in land use development patterns, and to assure the maintenance of an integrated network of state and county trunk highways as urban development continues within the County. The review and reevaluation of the Ozaukee County jurisdictional highway system plan commenced with an objective to refine and extend the functional, as well as jurisdictional, arterial street and highway system plan for Ozaukee County to the design year 2035. During the development of the Ozaukee County jurisdictional highway system plan review and reevaluation, Commission staff concurrently worked on VISION 2050, the sixth-generation regional land use and transportation plan for Southeastern Wisconsin. Completed in mid-2016, VISION 2050 extended the design year of the regional transportation plan from the year 2035 to the year 2050. As the functional improvement recommendations of the Ozaukee County jurisdictional highway system plan update would be reviewed, and potentially revised, as part of VISION 2050, the two planning efforts were coordinated. This allowed both the functional and jurisdictional recommendations of the Ozaukee County jurisdictional highway system plan to be reflected in VISION 2050. As such, the final recommendations of the Ozaukee County jurisdictional system plan have a design year of 2050.

6.2 ADVISORY COMMITTEE STRUCTURE

Because any realignment in the jurisdictional highway systems would affect the Federal, State, and concerned local units of government in many ways, it was essential to actively involve these units of government in the jurisdictional highway planning process. Such participation was obtained through the Ozaukee County Jurisdictional Highway Planning Committee. This Committee had representation from each of the cities, villages, and towns in the County, the County itself, as well as from the Federal and State levels

of government. The Ozaukee County Jurisdictional Highway Planning Committee provided guidance and assistance to the staff during the course of this study. Specifically, this Committee assisted and advised the study staff on technical methods, procedures, and interpretations; assisted in the assembly and evaluation of planning and engineering data; assisted in the establishment, definition, and review of criteria; appraised alternative plans; and resolved any conflicts which arose in plan preparations and selection. The Committee was a working committee that actively involved Federal, State, and local officials in the planning process.

6.3 STUDY PURPOSE AND PLAN OBJECTIVES

The primary purpose of jurisdictional highway system planning was to group into classes arterial streets and highways that serve similar functions and that, accordingly, should have similar design standards and levels of service. Once this classification process was completed, it was possible to assign jurisdictional responsibility logically for the design, construction, operation, and maintenance of each of the groups to the State, County, and local levels of government. Thus, this Ozaukee County jurisdictional highway system plan indicates which highway facilities should be the primary responsibility of State government, County government, and local government—city, village, or town.

The Ozaukee County jurisdictional highway system plan is intended to help Ozaukee County:

- Cope with the growing traffic demands within the County
- Adjust the existing jurisdictional highway system to changes in land use development along its arterial streets and highways
- 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
- Achieve an equitable distribution of arterial street and highway development and maintenance costs and revenues among the various levels and agencies of government concerned

The Ozaukee County jurisdictional highway system plan also provides a review, as was requested by the Ozaukee County Jurisdictional Highway Planning Committee and Ozaukee County local governments, of the functional highway improvements—arterials to be widened with additional traffic lanes and new arterials—recommended in the regional transportation plan within Ozaukee County.

6.4 ARTERIAL STREET AND HIGHWAY SYSTEM IN OZAUKEE COUNTY

Streets and highways may be functionally classified into three categories—arterial streets, land access streets, and collector streets—based upon the manner in which they function. Arterial streets are defined as streets and highways that are principally intended to provide a high degree of travel mobility, serving the through movement of traffic and providing transportation service between major subareas of an urban area or through the area. Together, the arterial streets should form an integrated, areawide system. Access to abutting property may be a secondary function of some types of arterial streets and highways, but it should always be subordinate to the primary function of traffic movement.

Together with local governments and the Wisconsin Department of Transportation, the Commission has defined the arterial street and highway system of Ozaukee County and all of Southeastern Wisconsin over the past 40 years. Over the past 40 years, the mileage of the arterial street and highway system in Ozaukee County increased from 244 miles in 1973, the year the original Ozaukee County jurisdictional highway system plan was adopted, to 303 miles in 2013, an increase of 59 miles, or about 24 percent.

6.5 ARTERIAL STREET AND HIGHWAY SYSTEM JURISDICTION

The jurisdictional classification of the arterial street and highway system identifies the level of government—State, County, or local—responsible for the design, construction, maintenance, and operation of each segment of the arterial street and highway system. The existing jurisdictional highway classification is the result of a long evolutionary process influenced by many complex political, administrative, financial, and engineering considerations and constraints. The Commission has attempted over the past 40 years to work cooperatively with local, State, and Federal governments to recommend changes in the jurisdictional classification of the arterial street and highway system so that the arterial street system of the Region may over time be grouped into more logical subsystems of jurisdictional responsibility with the appropriate streets and highways under the jurisdiction of each level of government—State, County, and local. In 2013 (the "current conditions" year for this study), the state trunk highway system in Ozaukee County consisted of 79 route-miles, the county trunk highway system consisted of 148 route-miles, and the local arterial street system consisted of 76 route-miles.

6.6 REGIONAL TRANSPORTATION PLAN AND OZAUKEE COUNTY JURISDICTIONAL HIGHWAY SYSTEM PLAN

The fifth-generation design year 2035 regional transportation plan—the current regional transportation plan at the time this jurisdictional highway system plan review and reevaluation commenced—presented a comprehensive, multi-modal, balanced, and integrated transportation plan that addressed the long range transportation needs and challenges that face the Region. The regional transportation plan contained five plan elements—public transit, bicycle and pedestrian facilities, transportation systems management, travel demand management, and arterial streets and highways. The plan considered the forecast growth of the Region to the year 2035 in terms of jobs, population, and households. The plan also considered trends in travel, transportation system use, and transportation system development. Quantitative forecasts of the growth in regional travel and traffic to the year 2035 were prepared, and potential alternative transportation plans were quantitatively tested to evaluate and compare their ability to accommodate the forecast future travel and traffic. The year 2035 regional transportation plan explicitly considered the potential of more efficient land use and expanded public transit, systems management, bicycle and pedestrian facilities, and demand management to first alleviate traffic congestion. Highway improvements were only then considered to address any residual traffic congestion. Thus, the year 2035 regional transportation plan contained an up-to-date functional arterial street and highway system plan for the Region and Ozaukee County.

The Ozaukee County jurisdictional highway system plan serves as a further refinement of the arterial street and highway element of the regional transportation plan. Once a functional plan consisting of recommendations concerning the general location, type, capacity, and service levels of arterial streets and highways has been identified, a jurisdictional highway system plan, as the first step toward plan implementation, specifies the governmental level and unit that should have responsibility for acquiring, constructing, maintaining, and operating each of the existing and proposed facilities that compromise the total physical system. The review and update of the Ozaukee County jurisdictional highway system plan allows for amendment of the regional transportation plan to address changing traffic demands and patterns in Ozaukee County, to adjust the recommended jurisdictional system to changes in land use and development patterns, and to assure the maintenance of an integrated network of state and county trunk highways as urban development continues within Ozaukee County.

Functional Improvements Completed in Ozaukee County Since Adoption of the First Ozaukee County Jurisdictional Highway System Plan in 1973

The functional improvements recommended for the Ozaukee County arterial street and highway system can be divided into three categories: system preservation, system improvement, and system expansion. System preservation refers to those facilities that are recommended to be resurfaced and reconstructed to their same traffic carrying capacity. System improvement refers to those facilities that are recommended to be widened with additional traffic lanes to provide additional traffic carrying capacity, or other improvement that significantly expands capacity. System expansion refers to those facilities that are recommended as new arterial facilities. These system improvement and expansion functional highway projects undertaken in Ozaukee County since the adoption of the original jurisdictional highway system plan in 1973 total about 48 miles.

Functional Improvements Addressed During the Ozaukee County Jurisdictional Highway System Plan Review and Reevaluation

The Ozaukee County Jurisdictional Highway Planning Committee and Ozaukee County local governments requested that specific functional improvement issues be considered as part of this review and update of the Ozaukee County jurisdictional highway system plan. A summary of the analyses performed for each of these specific functional improvement issues is provided in Chapter 2 of this report. The recommended year 2050 Ozaukee County jurisdictional highway system plan includes changes to the functional improvements included in the year 2035 regional transportation plan as a result of the more detailed analyses described in Chapter 2.

Jurisdictional Highway Transfers Completed in Ozaukee County Since Adoption of the First Ozaukee County Jurisdictional Highway System Plan in 1973

Since 1973, approximately 27.1 miles of highway have been added to the state trunk highway system, including both new facilities and the transfer of County or local facilities. During the same time period, about 46.9 miles of state trunk highway were transferred to the County or local units of government. Thus, the state trunk highway system in the County experienced a net decrease of about 19.8 miles. During the same time period, about 41.6 miles of facilities were added to the county trunk highway system including both new facilities and the transfer of State or local facilities. During the same time period, about 7.1 miles of county trunk highways were transferred to the State or local units of government. Thus, the county trunk highway system experienced a net increase of about 34.5 miles. Finally, about 13.4 miles of facilities were added to the local arterial system through the construction of new facilities or transfer of State or County facilities. During the same time period, about 8.9 miles of local arterials were transferred to the County or the State. Thus, the local arterial system experienced a net increase of about 4.5 miles.

6.7 JURISDICTIONAL CLASSIFICATION CRITERIA

For planning purposes, street and highway systems are divided into functional subsystems according to the primary type of service individual facilities provide. Such a classification is essential to sound transportation planning because it identifies the primary function that a particular facility should serve, as well as providing a means for defining travel routes for movement through the total system. 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. The State, County, and local levels of government have direct jurisdictional responsibility for the planning, design, construction, operation, and maintenance of street and highway facilities in Ozaukee County.

All segments of the total (existing and proposed) arterial street and highway system in Ozaukee 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 the trips served, land uses served, and the operational characteristics of the facilities themselves. Trip length ranges that should be served by each facility type were delineated under the trip service criteria. Land use activities to be connected and served by the various arterial subclassifications—including transportation centers, outdoor recreation centers, economic activity centers, and governmental and institutional centers—were recommended under the land use service criteria. Criteria relating to operational characteristics were recommended to include consideration of system continuity, facility spacing, traffic volume, traffic mobility, and land access. A complete description of the jurisdictional classification criteria is provided in Chapter 3 of this report.

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 Ozaukee County, particularly trips through Ozaukee County and between Ozaukee County and other counties.

County trunk arterials should include all those routes that 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 Ozaukee County.

Local trunk arterials should include all those routes within the County that 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 Ozaukee County.

6.8 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: 1) classification of each arterial facility in terms of trip service criteria; 2) classification of each arterial facility in terms of the land use criteria; 3) classification of each arterial facility in terms of traffic volume (one of the operational characteristics); and 4) the combining and refinement of these three sets of jurisdictional subsystems through the application of the remaining operational characteristics criteria, including system continuity and facility spacing.

By comparing trip service, land use service, and operational characteristics, it was concluded that most of the arterial facilities logically should be classified into one of three jurisdictional categories: state trunk; county trunk; or local trunk. Some judgement was exercised in the case of facilities that did not clearly fall into one category or another. A complete description of the application of jurisdictional classification criteria is provided in Chapter 4 of this report.

Preliminary Recommended Year 2050 Ozaukee County Jurisdictional Highway System Plan

Through the procedures previously described, a preliminary recommended year 2035 Ozaukee County jurisdictional highway system plan was developed and presented to and approved by the Ozaukee County Jurisdictional Highway Planning Committee at its meeting held on February 25, 2015. Concurrent with the jurisdictional highway system plan effort in Ozaukee County, Commission staff was working on VISION 2050. As part of VISION 2050, the functional improvement recommendations of the preliminary recommended year 2035 Ozaukee County jurisdictional highway system plan were compared to year 2050 average weekday traffic volumes forecast for the Region's arterial street and highway system. These year 2050 forecast average weekday traffic volumes, similar to the year 2035 regional transportation plan, were based on a more compact land use development pattern as well as significantly expanded transit service in the Region. Based on the results of the review, the Ozaukee County Jurisdictional Highway Planning Committee approved at its January 11, 2016, meeting only a modest change to the preliminary recommended year 2035 jurisdictional highway system plan, as well as the extension of the plan's design year from year 2035 to year 2050 to coincide with VISION 2050.

The preliminary recommended year 2050 Ozaukee County jurisdictional highway system plan was presented for public comment as part of the VISION 2050 public workshop held in Ozaukee County on April 27, 2016. Two public comments were provided at the workshop in support of the recommended IH 43 functional improvements included in the preliminary recommended year 2050 Ozaukee County jurisdictional highway system plan and in the VISION 2050 Draft Plan. A summary of the additional functional improvement issues considered by Committee members and the development and public consideration of the preliminary recommended year 2050 Ozaukee County jurisdictional highway system plan is provided in Chapter 4 of this report.

6.9 RECOMMENDED YEAR 2050 OZAUKEE COUNTY JURISDICTIONAL HIGHWAY SYSTEM PLAN

The recommended year 2050 Ozaukee County jurisdictional highway system plan was approved by the Ozaukee County Jurisdictional Highway Planning Committee and is presented in Chapter 5 of this report. The recommended year 2050 Ozaukee County jurisdictional highway system plan would include approximately 311 miles, or about 33 percent of the year 2050 total street and highway system in Ozaukee County. The State arterial element of the recommended jurisdictional plan would include 79 miles of arterial facilities, or about 25 percent of the 311-mile planned arterial system. This represents the same number of miles as the existing state trunk highway system in Ozaukee County. The County arterial element of the recommended jurisdictional plan would include 157 miles of arterial facilities, or about 51 percent of the 311-mile planned arterial system. This represents an increase of nine miles in the existing county trunk highway system in Ozaukee County. The local arterial element of the recommended jurisdictional plan would include 76 miles of arterial facilities, or about 24 percent of the 311-mile planned arterial system. This represents a decrease of one mile in the existing local trunk arterial system in Ozaukee County.

Of the total 311 miles of planned arterial system in Ozaukee County, a total of 275 miles would require only preservation, or resurfacing and/or reconstruction; 33 miles would require improvement, or widening to provide additional traffic lanes; and three miles would consist of new facilities.

The report identifies the actions required to implement the recommended year 2050 Ozaukee County jurisdictional highway system plan. The recommended plan actions are listed in the following paragraphs by level of government concerned.

Local Level

Ozaukee County Board

It is recommended that the Ozaukee County Board, upon recommendation of the Public Works Committee of the Ozaukee County Board, do the following:

1. Adopt the recommended jurisdictional highway system plan as a guide to future highway facility development within the County.

2. Seek, in cooperation with the Wisconsin Department of Transportation and local units of government, the implementation of the jurisdictional transfers with respect to the state trunk, county trunk, and local trunk systems, as recommended in the jurisdictional highway system plan.

3. Proceed with right-of-way acquisition and facility construction as necessary to implement functional improvements recommended under the jurisdictional highway system plan.

4. Establish, with the approval of the municipalities as they are affected, a modified "official" map, pursuant to Section 80.64 of the *Wisconsin Statutes*, identifying the location and necessary right-of-way of all planned state and county trunk highways.

City Common Councils, Village Boards, and Town Boards

It is recommended that the city common councils, village boards, and town boards in Ozaukee County, upon recommendations, as appropriate, of their plan commissions and boards of public works, do the following:

1. Endorse the recommended jurisdictional highway system plan as a guide to highway system development within their area of jurisdiction. It is further suggested that the respective local plan commissions endorse and integrate the recommended jurisdictional highway system plan into the local comprehensive plans and recommend plan adoption to their local governing body.

2. Act to approve a County official map prepared in conformance with the recommended jurisdictional highway system plan, and establish local official maps including the state, county, and local trunk highway facilities.

3. Proceed with right-of-way acquisition and facility construction to implement the functional improvements recommended under the jurisdictional highway system plan.

4. Seek, in cooperation with the Ozaukee County Board and the Wisconsin Department of Transportation, the implementation of the jurisdictional transfers with respect to the state, county, and local trunk systems as recommended in the jurisdictional highway system plan.

Regional Level

Regional Planning Commission

As the functional improvement and jurisdictional recommendations of the recommended year 2050 Ozaukee County jurisdictional highway system plan were incorporated into VISION 2050, the year 2050 regional land use and transportation plan adopted by the Southeastern Wisconsin Regional Planning Commission on July 28, 2016, it is not necessary for the Commission to formally adopt the recommended jurisdictional highway system plan as an amendment to the regional transportation plan. Should the recommended jurisdictional highway system plan be amended in the future, the Commission should act to formally adopt the amended jurisdictional highway system plan as an integral part of the master plan for the Region, constituting an amendment to the regional transportation plan.

State Level

Wisconsin Department of Transportation

It is recommended that the Wisconsin Department of Transportation do the following:

1. Endorse and integrate the recommended jurisdictional highway system plan into the State long-range highway system plan.

2. Seek, in cooperation with the Ozaukee County Board and appropriate local officials, the implementation of the jurisdictional transfers with respect to the state trunk, county trunk, and local trunk systems, as recommended in the jurisdictional highway system plan.

3. Proceed with right-of-way acquisition and facility construction to implement the functional improvements recommended under the jurisdictional highway system plan.

Federal Level

U.S. Department of Transportation, Federal Highway Administration

It is recommended that the U.S. Department of Transportation, Federal Highway Administration acknowledge the recommended jurisdictional highway system plan for Ozaukee County.

6.10 CONCLUSION

Adoption and implementation of the year 2050 Ozaukee County jurisdictional highway system plan recommended in this report would provide the County with an integrated highway transportation system that will effectively serve the existing, and promote a desirable future, land use pattern; meet the anticipated future travel demand at an adequate level of service; abate traffic congestion; reduce travel time and costs between component parts of the County and the Region; and reduce accident exposure. It would serve to concentrate appropriate resources and capabilities on corresponding areas of need, assuring a more effective use of the total public resources in the provision of highway transportation, and provide a sound basis for the establishment of long-range fiscal policies and for the systematic programming of arterial street and highway improvements within Ozaukee County. It would also provide a basis for the more efficient planning and design of the total arterial street and highway system, for the efficient multi-jurisdictional management of that system, and for the attainment of intergovernmental coordination necessary for the cooperative development of the system. Finally, it should provide a more equitable distribution of highway improvement, maintenance, and operation costs among the various levels and agencies of government concerned.