

## Waukesha County - CTH L (Janesville Road) Context Sensitive Solutions Report

PREPARED FOR: Waukesha County  
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COPIES: Ayres Associates  
DATE: June 23, 2008

### Introduction

Waukesha County employed a Context Sensitive Solutions (CSS) approach to identify improvements to CTH L (Janesville Road) between CTH Y (Racine Avenue) and Moorland Road. The goal of this effort was to develop a solution which meets the transportation needs of Waukesha County while also addressing the goals and values of the community the road serves.

Following formation of the project's Advisory Group, the study team employed the CSS process by creating a step-wise progression through project development. To support this progression, five CSS Advisory Group meetings were conducted along with one public information meeting.

Upon completion of the CSS Advisory Group meetings, this memorandum was prepared to provide Waukesha County a summary of Advisory Group input for their consideration in their decision making.

Copies of all materials referenced in the memorandum are available in the project files.

### Advisory Group Membership

A project Advisory Group was created by soliciting involvement from a cross section of users of Janesville Road. The following stakeholders accepted the County's invitation to serve on the Janesville Road Advisory Group:

Gerald Boisits	Jim Fuerst	Mark Noah
Kathy Chiaverotti	Rob Glazier	Len Pilak
Judy DeWinter	Mary Hanners	Don Reidy
Andy Drefahl	Ray Ingold	Steve Roncke
Kurt Fifer	Mary Llanas	Gary Rosploch
Craig Fischer	Tom Ludwig	Chuck Wichgers
Andy Mack	Michael Young	Rick Petfalski
Jerry Hulbert	Steve Ziegler	

## CSS Advisory Group Meetings and Public Information Meeting

Five CSS Advisory Group meetings were conducted for the project. All of the meetings were held at the Muskego Library from 4pm to 6pm. Buddy Desai of CH2M HILL facilitated each of the five meetings. Ed Hinrichs of Waukesha County and Jeff Muenkel of the City of Muskego attended each meeting as did technical resource staff from Ayres, CH2M HILL and PDI (the Streetscaping consultant for the City).

The meetings were conducted in a step-wise manner in order to develop a consensus solution for the improvements to Janesville Road between Racine Avenue and Moorland Road. A summary of the purpose of each of the five CSS meetings as well as the Public Information Meeting is as follows:

CSS Meeting 1 - CSS introduction, issue identification

CSS Meeting 2 - Problem definition, rating of issues

CSS Meeting 3 - Alternatives, issues, and performance measures

Public Information Meeting - Review of project, alternatives

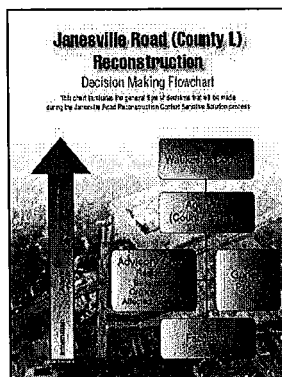
CSS Meeting 4 - Review of typical sections & application along Janesville Road

CSS Meeting 5 - Presentation of final alternatives

At each CSS meeting, PDI provided short updates on the Streetscaping activities related to the project.

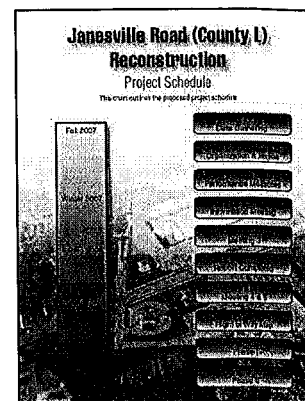
### CSS Advisory Group Meeting 1 – November 6, 2007

Eighteen members of the Advisory Group and 13 other stakeholders were in attendance at the first meeting. The Advisory Group was introduced to Ed Hinrichs of Waukesha County and the study team members from Ayres and CH2M HILL. The Advisory Group was also introduced to Jeff Muenkel of the City of Muskego and their streetscaping consultant, PDI.



It was noted that government agencies are recognizing the importance of involving the community in project development process and that CSS provides an avenue for transportation agencies to balance the transportation needs of the agency with the values of the community. The Advisory Group was informed that the CSS process for Janesville Road would involve a series of 5 meetings and a public information meeting.

The decision making flow chart and the project schedule were presented for the Advisory Group's reference. It was noted that the Advisory group was a mix of community residents, businesses, agencies and organizations and that they would be advising the County. By law, Waukesha County must make project related decisions and would do so after considering the



Advisory Group's input and information received from the city, and county and/or state agencies.

A group exercise was conducted to help identify the goals of the community, as related to an improved Janesville Road, and the issues related to the roadway itself. The Advisory Group offered the following input when asked the following two questions:

**What are the issues affecting Janesville Road today?**

- Too narrow
- Not much
- Poor access –operations issue
- Pedestrian safety
- Congestion
- Poor sight distances
- Variable speeds
- Poor geometrics
- Drainage
- Cross Access between properties
- Aesthetics
- Poor lighting
- Left-turn movements
- Not scalable for growth
- Noise
- Turning movements
- Downtown identity
- Usability of downtown
- Bike Accommodations

**What characteristics would you like Janesville Road to have?**

- Sidewalks on both sides
- Provision for economic development
- Pedestrian friendly
- Accessibility - Business/Roadway
- Limit displacements/relocations
- Buried utilities
- Beautification, aesthetic treatments, thematic elements
- Avoid strip takings
- Maintain and promote economic development
- Congestion (slower traffic)
- Consistency with land uses
- Community identity
- Attractive downtown
- Safety at intersections
- Reduce sound and visual impacts

**CSS Advisory Group Meeting 2 – December 4, 2007**

Fifteen members of the Advisory Group and 8 other stakeholders were in attendance at the second CSS Advisory Group meeting. The meeting commenced with a review and then signing of the operating agreement for the Advisory Group. This operating agreement established the goals of the Advisory Group and the ground rules that all members were asked to follow.

The issues and goals identified at the first CSS Advisory Group meeting were reviewed and discussed followed by the development of the project definition. This project definition provides general direction of the major goals and issues to be addressed by the Janesville Road improvements. After some discussion with the Advisory Group, it was agreed that the following project definition be established for the improvements to Janesville Road:

**Janesville Road Reconstruction Advisory Group**  
Operating Agreement  
**1<sup>st</sup> Advisory Group Meeting**  
**November 8, 2007**

**Purpose**  
The Janesville Road Advisory Group will focus on providing municipal input to Waukesha County as it plans the reconstruction of Janesville Road in the City of Menasha.

**Roles**  
The Advisory Group is composed of people interested in Janesville Road improvements. Members include people who make or work in the area as well as individuals who work for affected governments, organizations and agencies.  
The expectation is that all members will:

- Attend all meetings and arrive appropriately (because of the importance of consistency of participants and the relationships which will develop among members, no provision is made for substitutes in the event of an unavoidable absence)
- Clearly articulate and reflect the issues they bring to the table
- Listen to other points of view and try to understand the interests of others
- Openly discuss issues with people who hold diverse views
- Actively generate and evaluate options
- Keep their agency or organization informed of the Advisory Group's work

**CHARTERED** will provide facilities services to the Advisory Group. The facilities will:

- Design and implement decision procedures
- Conduct meetings
- Make on-site suggestions as appropriate
- Develop and maintain an agenda for distributions of information
- Prepare a meeting summary for distribution to members and other interested individuals after each meeting
- Remain impartial toward the substance of the issues under discussion
- Remains responsible to the Ad. Group and not to individual members or interest groups
- Adheres to decision guidelines accepted by the Group
- Work with members to resolve process questions and conduct administrative issues for the Group's consideration as appropriate

Representatives of Waukesha County will attend all Advisory Group meetings in order to listen to the discussion and provide timely information to the Group.

*The improvements to Janesville road (CTH L) will provide an improved arterial roadway between Racine Avenue to Moorland Road. The roadway should serve its proposed transportation functions of enhancing access and improving mobility while complementing adjacent land uses, addressing pedestrian and vehicular safety, enhancing opportunities for economic development, and developing a community identity for the City of Muskego.*

Once the project definition was established, the Advisory Group was asked to prioritize the issues that they identified during CSS Meeting 1 as key elements for Janesville Road. Two exercises were conducted to determine the ratings. The first was an individual exercise where Advisory Group members were rate the issues in order of importance. This was followed by a similar exercise in small groups of 3 or 4 Advisory Group members. The results of the ratings were as follows:

**Individual Exercise**

Goal	Number Selecting	Total Point Value
Accommodate/enhance economic development opportunities	13	41
Develop downtown Muskego identity/Streetscaping	12	40
Improve operations/relieve congestion	12	36
Accommodate pedestrians/safety	10	29
Improve geometrics/vehicle safety	9	29
Accommodate existing businesses	8	24
Address noise and visual impacts	7	16
Limit takings/relocations	6	16
Address speeding	3	9

**Group Exercise**

Goal	Number Selecting	Total Point Value
Improve geometrics/vehicle safety	4	14
Accommodate/enhance economic development opportunities	3	9
Accommodate existing businesses	3	8
Accommodate pedestrians/safety	3	7
Develop downtown Muskego identity/Streetscaping	2	7
Improve operations/relieve congestion	2	6
Limit takings/relocations	1	4
Address speeding	1	3
Address noise and visual impacts	1	2

**CSS Advisory Group Meeting 3 – February 26, 2008**

Fourteen members of the Advisory Group were in attendance at the third CSS Advisory Group meeting.

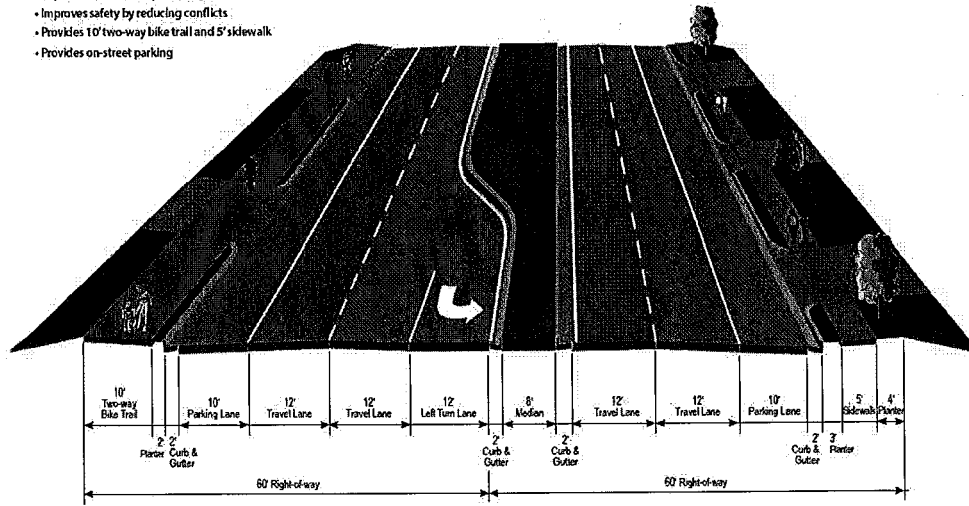
A recap of meetings 1 and 2 was provided as well as a review of the weighting exercises that were conducted as part of CSS Advisory Group meeting 2. The next step in the process was to develop performance measures by which alternatives, that would be developed later, could be measured. The following information was presented and discussed with the Advisory Group:

<b>Janesville Road Performance Measures</b>			
Issue	+	Neutral	-
Accommodate/enhance existing businesses and economic development opportunities	Provides good access to existing businesses and/or opportunities for new businesses		Limits ease of access to existing businesses and/or opportunities for new businesses
Improve operations/ geometrics/ vehicle safety/relieve congestion/ speeding	Improves roadway operations, provides safer cross road intersections, encourages lower speeds		Limited roadway operations and cross road intersection improvements
Develop downtown Muskego identity/ Streetscaping	Incorporate streetscaping elements that enhance Muskego's identity		No streetscaping elements
Accommodate pedestrians/safety	Mix of techniques such as crosswalks, lighting, lower speeds, shorter crossing distances	Single use of techniques such as crosswalks, lighting, lower speeds, shorter crossing distances	No improvements over current conditions
Address noise and visual impacts	Travel lanes further from existing homes/slower speeds/visual buffer		Travel lanes closer to existing homes/higher speeds/ no visual buffer
Limit takings/relocations	Fewest number of relocations/takings		Greatest number of relocations/ takings

Based on the issues that were identified by the Advisory Group, the study team developed a number of cross sections that could be implemented for Janesville Road. The study team presented the alternative cross sections and discussed the benefits and drawbacks of each of the cross sections with the Advisory Group. The alternative cross sections are presented below. The meeting concluded with a presentation on the County's right-of-way appraisal and acquisition process.

**Alternative 1 - Urban Section Raised Median with Parking Lanes**

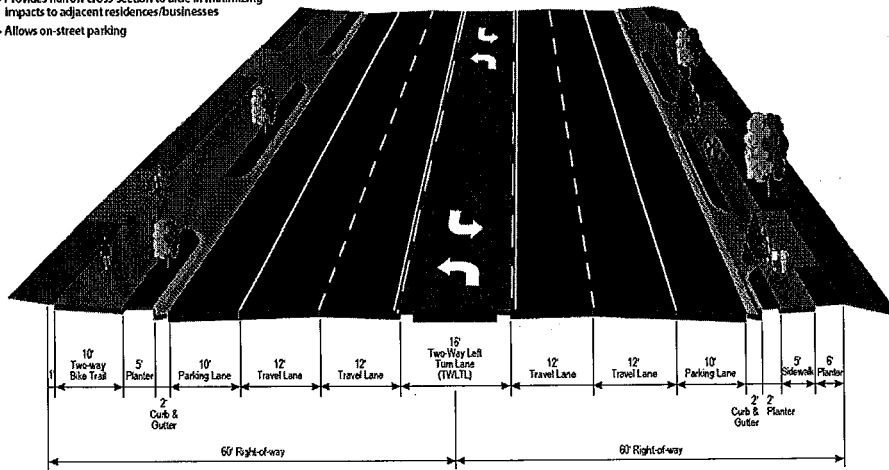
- Right in, right out access only
- Improves traffic flow by reducing conflicts
- Improves safety by reducing conflicts
- Provides 10' two-way bike trail and 5' sidewalk
- Provides on-street parking



Janesville Road (CTH L) Waukesha County  
 Urban Section Raised Median Parking Lane  
 Design Speed 40 MPH

**Alternative 2 - Urban Section TWLTL with Parking Lanes**

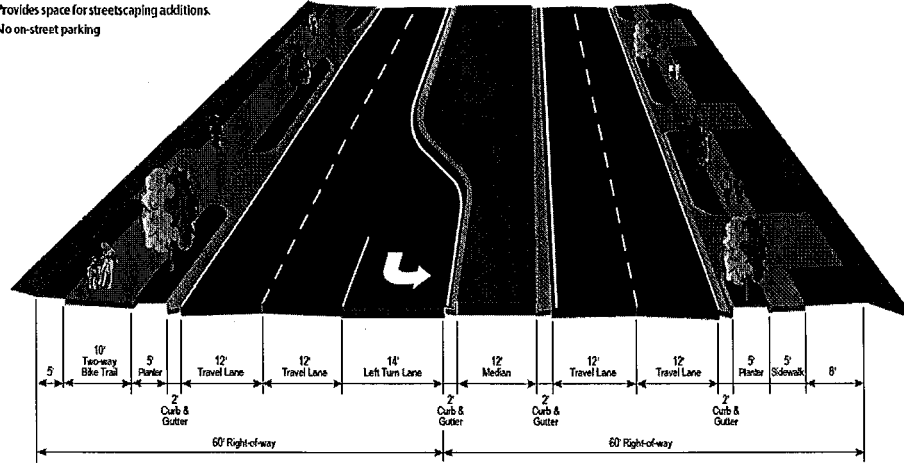
- Provides 10' two-way bike trail and 5' sidewalk
- Provides space for streetscaping additions
- Allows access from both directions
- Provides narrow cross-section to aide in minimizing impacts to adjacent residences/businesses
- Allows on-street parking



Janesville Road (CTH L) Waukesha County  
 Urban Section Two-Way Left Turn Lane (TWLTL) Parking Lane  
 Design Speed 40 MPH

### Alternative 3 - Urban Section Raised Median (no Parking Lanes)

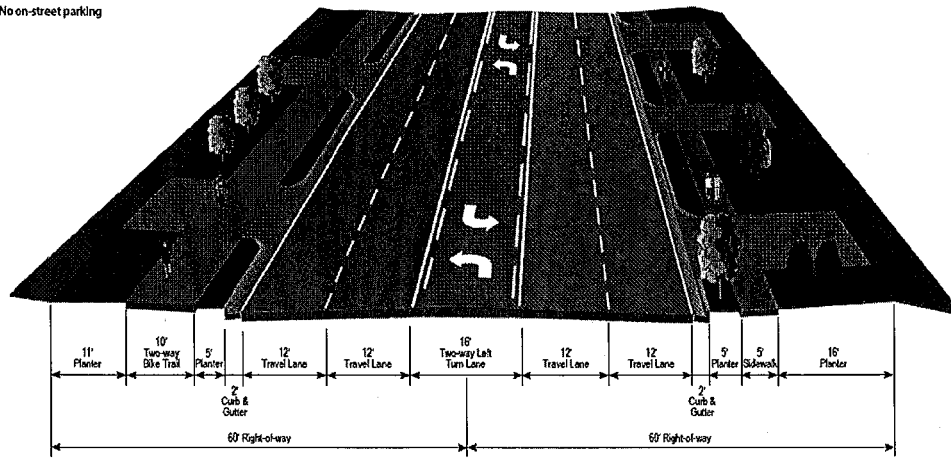
- Right in, right out access only
- Improves traffic flow by reducing conflicts
- Improves safety by reducing conflicts
- Provides 10' two-way bike trail and 5' sidewalk
- Provides space for streetscaping additions.
- No on-street parking



Janesville Road (CTH L) Waukesha County  
Urban Section Raised Median  
Design Speed 40 MPH

### Alternative 4 - Urban Section TWLTL (no Parking Lanes)

- Allows access from both directions
- Provides space for streetscaping additions
- Provides 10' two-way bike trail and 5' sidewalk
- No on-street parking



Janesville Road (CTH L) Waukesha County  
Urban Section Two-Way Left Turn Lane (TWLTL)  
Design Speed 40 MPH

## **Public Information Meeting – March 11, 2008**

A public information meeting was conducted from 4pm to 7pm at the Muskego High School on March 11, 2008. Approximately 208 stakeholders attended the open house format meeting.

The following display boards were available for review:

- Aerial of the corridor displaying adjacent properties
- Aerial of corridor identifying properties along the corridor
- Meeting purpose
- Project purpose
- Traffic volumes
- What's next
- Project schedule
- Typical sections

In addition, a handout containing information about the project and a comment form was available for participants to provide comment at the meeting or to take home with them.

The City of Muskego and their streetscaping consultant, PDI, used the public information meeting as an opportunity to display exhibits relative to the development of a city center and for gaining public input on aesthetic treatments along Janesville Road.

Study team members discussed the project, reviewed displays, explained the typical sections being considered and answered questions. In general, stakeholders were supportive of the need to widen Janesville Road and were interested in what cross section would be selected.

## **CSS Advisory Group Meeting 4 – April 8, 2008**

The fourth CSS Advisory Group was attended by 12 Advisory Group members.

The fourth CSS Advisory Group meeting started with a re-cap of the public information meeting and the comments that stakeholders provided. Jeff Muenkel of the City of Muskego also provided a summary of the City Center materials that were present at the public meeting. The four refined cross section alternatives were presented to the Advisory Group for discussion.

Prior to the meeting, the study team circulated materials related to the impact to businesses and safety issues related to raised medians versus TWLTLs on urban arterials. The documentation, which was prepared by FHWA, noted that there is a significant safety benefit to raised medians compared to TWLTL when traffic volumes approach and exceed those anticipated for Janesville Road. In addition the documentation noted that, other than businesses that traditionally rely pass-by traffic, the impact to businesses is almost negligible when comparing a raised median to a TWLTL.

The issue of impacts to businesses and roundabouts dominated much of the discussion as a number of Advisory Group members are business owners. In general, Advisory Group members that owned businesses opposed the raised median in the vicinity of their properties.



Most of the Advisory Group members noted that they did not like traveling through the roundabout on Moorland Road but the study team members noted that that location is still under construction and once completed, it will operate much more efficiently and safely.

After review of the four cross section alternatives, the Advisory Group requested that the study team show how each cross section would fit along Janesville Road so that they could provide comments on which alternative they preferred at the various locations along Janesville Road.

### **CSS Advisory Group Meeting 5 – May 6, 2008**

Eleven members of the Advisory Group were in attendance at the fifth CSS Advisory Group meeting.

Four corridor alternatives were presented to the Advisory Group at the fifth, and final, CSS meeting. The corridor alternatives were as follow:

- Alternative 1A was a symmetrical widening with a raised median. Alternative 1B was similar to Alternative 1A with the inclusion of roundabouts at Lannon Drive and Parkland Drive.
- Alternative 2A was a symmetrical widening with a two way left turn lane. Alternative 2B was similar to Alternative 2A with the inclusion of roundabouts at Lannon Drive and Parkland Drive.
- Alternative 3A was an unsymmetrical widening with a raised median. Alternative 3B was similar to Alternative 3A with the inclusion of roundabouts at Lannon Drive and Parkland Drive.
- Alternative 4A was a unsymmetrical widening with a two way left turn lane. Alternative 4B was similar to Alternative 4A with the inclusion of roundabouts at Lannon Drive and Parkland Drive.

As there was very little support for the inclusion of parking lanes, none of the alternatives presented provided parking lanes on Janesville Road. In general, there was little verbal support for the use of roundabouts anywhere in the project corridor; however a few stakeholders did state their support of using roundabouts. Business owners on the Advisory Group supported the use of a TWLTL between Pioneer and Lannon to provide easier access to and from both directions of travel. Many of the Advisory Group members supported the use of a raised median throughout the project corridor.

Written comments on the alternatives were requested within two weeks of the CSS meeting. A summary of the comments received by the study team is shown below.

## CTH L - Janesville Road Advisory Group Comments

### Racine Road to Pioneer Drive

TWLTL	4-Lane Divided	Widen To	Parking		Roundabout	Comments
			Favor	Oppose		
	x			x		Shift as necessary to avoid relocations (applies to all sections). Reduce R/W to less than 120' as necessary (applies to all sections).
	x	symm		x		Realign if it improves safety
	x	south		x		Narrowest possible median, 5' max sidewalk width
	x	symm		x		
x		north		x		Pioneer to Racine should be a five lane (agreed to at April meeting)
	x					Consider residents
	x	symm		x		
x		symm		x		Try to save as many homes as possible
x				x		TWLTL makes the most sense due to residential driveways
	x	symm		x		
	x	symm		x		Sidewalk and bike trail on both sides of the road; do not need a wide median
	x					Minimum 8' pedestrian way on both sides; decorative lighting; buried util.
	x					
3	9	sym-6, n-1, s-1	0	10		

### Pioneer Drive to Lannon Drive

TWLTL	4-Lane Divided	Widen To	Parking		Roundabout	Comments
			Favor	Oppose		
	x	south		x		Keep parking for liquor store, avoid impacts to dentists; include pedestrian crossing in front of elementary school; add "yield to pedestrians" signage
	x	symm	x		yes	Put in roundabout; promote cross access between adjacent parcels (global)
x		north		x		Widen to north only near dentists; consideration to school and many small children; fire station and gas station would require TWLTL
	x	symm		x	no	Allow left turn to Muskego Liquor; welcome relocation of their businesses (dentist and real estate); strongly oppose roundabout
x				x		
	x	symm		x	yes	Roundabouts should be considered
x		south		x		Owens liquor store - must save parking lot and full access
	x			x	yes	Rest of project should be 4-lane divided; roundabouts at Lannon & Parkland
x		north		x		Keep road width minimal, straighten curve
	x	symm		x		Need as many median openings to address business needs; include sidewalks and bike trail on both sides of the road
	x			x	no	
	x				yes	
4	9	sym-4, n-2, s-2	1	10	y-4, n-2	

### Lannon Drive to Bay Lane

TWLTL	4-Lane Divided	Widen To	Parking		Roundabout	Comments
			Favor	Oppose		
	x			x	yes	Roundabouts at Lannon and Parkland; median opening at Pick n Save entrance; move roundabout at Lannon to lessen impacts to Tres Locos & bank
	x	symm	x		yes	
	x	symm	x		no	Make it look like a downtown with sidewalks
	x	symm		x		
	x	symm		x	yes	Roundabout should be looked at
	x	symm		x		
	x	symm		x		Save existing businesses
	x	symm		x	no	Many hate the roundabout at Moorland and are against roundabout on CTH L
x		symm		x	yes	Sidewalks and bike trail on both sides; roundabout in front of Pick n Save
	x			x		
	x					
1	12	symm-8	2	9	y-4, n-2	

CTH L - Janesville Road						
Advisory Group Comments						
Bay Lane to Martin Drive						
TWLTL	4-Lane Divided	Widen To	Parking		Roundabout	Comments
			Favor	Oppose		
	x			x		Allow full access halfway between Bay Lane & Martin for future development; have light at Martin Drive
	x	symm		x		
	x	symm		x		Speed is a concern; maximize visual and aesthetic treatments
	x			x		
	x	symm		x		
	x			x		
	x	symm		x		Save existing businesses
	x	symm		x		
	x	symm		x		
	x	symm		x		Sidewalks and bike trail on both sides
	x			x		
	x			x		
0	13	symm-7	0	11		

Martin Drive to Moorland Road						
TWLTL	4-Lane Divided	Widen To	Parking		Roundabout	Comments
			Favor	Oppose		
	x			x		Median opening at library & pizza hut/arby's
	x	symm		x		Favor roundabouts and landscaped medians and sidewalks
	x	symm		x		Speed is a concern; maximize visual and aesthetic treatments
	x			x		
	x	symm	x			
	x	symm		x		
	x	symm		x		Save existing businesses
	x			x		
	x	symm		x		
	x	symm		x		Sidewalks and bike trail on both sides; wide median; turn lanes should be long enough to store cars
	x			x		
	x			x		
0	13	symm-7	1	10		

## CSS Findings and Recommendations

The Advisory Group identified improving safety/operations, promoting economic growth/vitality and accommodating pedestrians as the most important characteristics for an improved Janesville Road through Muskego. In addition, developing an identity for Muskego through Streetscaping was of noted importance.

The cross section alternatives developed included both raised medians and TWLTL concepts. Within each concept, an alternative that included parking lanes was developed. The Advisory Group and other stakeholders overwhelmingly opposed parking lanes on the new roadway. Reasons cited for opposing parking lanes included safety and a general lack of needing on-street parking along much of the corridor.

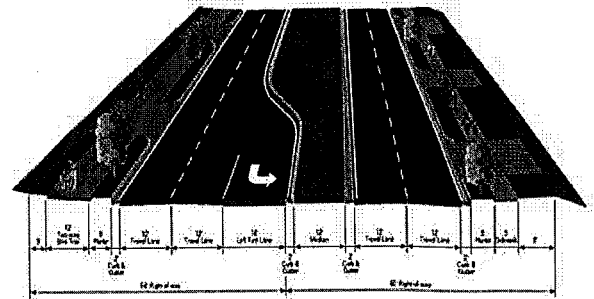
The corridor was originally divided into five sections based on the "context" of the surrounding land uses. The Advisory Group was requested to provide input on what side of the road should be widened (to reduce impacts/relocations) as well as which cross section would be most

appropriate for that section of Janesville Road. The Advisory Group provided similar recommendations for the final three sections (Lannon Drive to Bay Lane, Bay Lane to Martin Drive, and Martin Drive to Moorland Road) and therefore they are combined in the summary provided below.

*The project team offers Waukesha County the following summary of Advisory Group input for their consideration in determining the final configuration for the improvements to Janesville Road:*

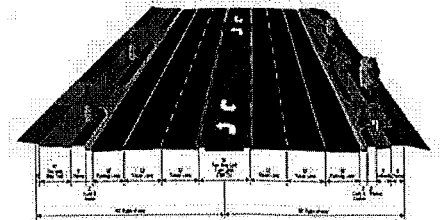
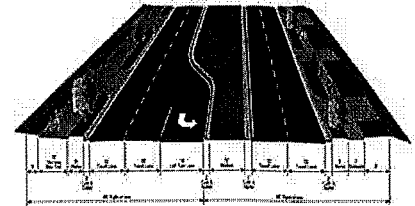
### Racine Road to Pioneer Drive

- Urban section with raised median
- No parking lanes
- Shift widening along section to minimize impacts
- Provide areas for Streetscaping opportunities
- Provide crosswalks at cross streets and sidewalks on both sides of Janesville Road and/or a shared use path to accommodate pedestrians



### Pioneer Drive to Lannon Drive

- Urban section with raised median for most areas
- Consider TWLTL between Park Road and Lannon Drive for greater access to local businesses
- Consider roundabout at Lannon Drive if access to local businesses can be maintained
- No parking lanes
- Shift widening along section to minimize impacts
- Provide areas for Streetscaping opportunities
- Provide crosswalks at cross streets and sidewalks on both sides of Janesville Road and/or a shared use path to accommodate pedestrians



### Lannon Drive to Moorland Road

- Urban section with raised median
- No parking lanes
- Shift widening along section to minimize impacts
- Provide areas for Streetscaping opportunities
- Provide crosswalks at cross streets and sidewalks on both sides of Janesville Road and/or a shared use path to accommodate pedestrians

