



AGENDA
Bike and Pedestrian Planning Committee
Monday, October 29, 2018 - 3:00 PM
Public Agency Center, Room 3224
333 E. Washington Street, West Bend, WI 53095

The following business will be brought before the Committee for initiation, discussion, deliberation, and possible formal action subject to the rules of the Board, which may be inspected in the office of the County Clerk.

- 1. Call to Order and Affidavit of Posting**
- 2. Minutes of September 12, 2018**
- 3. WikiMap Public Input Results**
- 4. Review of Draft Program and Policy Recommendations**
- 5. Review Draft Recommended Bicycle and Pedestrian Network**
- 6. Network Prioritization Discussion**
- 7. Public Engagement Discussion**
- 8. Next Meeting Date**
- 9. Adjournment**

It is possible that individual members of other governing bodies of the County government may attend the above meeting. It is possible that such attendance may constitute a meeting of any such other governing body pursuant to State ex rel. Badke v. Greendale Village Board, 173 Wis. 2d 553, 494 N.W. 2d 408 (1993). This notice is given solely to comply with the notice requirements of the open meeting law. No action will be taken by any other governmental body except by the governing body noticed in the caption above.

AFFIDAVIT OF POSTING

This agenda was posted in the office of the County Clerk on the 23rd of October, 2018. Notice was sent to the West Bend Daily News, Express News, WIBD/WMBZ Radio, WTKM Radio, My Community NOW, Hartford Times Press, Kewaskum Statesman, Milwaukee Journal-Sentinel. Individuals with disabilities requiring special accommodations for attendance at the meeting should contact the County Clerk at (262) 335-4301 at least 48 hours prior to the meeting.

ATTACHMENTS:

Description	Type
☐ Minutes Sept 12, 2018	Minutes

1 **WASHINGTON COUNTY**
2 **BIKE AND PEDESTRIAN PLANNING COMMITTEE**

3 333 E Washington St, Room 3224
4 West Bend, WI 53095

September 12, 2018
3:00 p.m.

5 Present: Dave Hanrahan, Rich Goeckner, Dave Ross, Jason Schall, Max Marechal, Daniel Zignego, Joseph
6 Gonnering, Matt Heiser, Jennifer Keller, Roger Kist, Amy Maurer, Corey Foerster, Marcy Bishop, Kelly
7 Valentino, Mike Hermann

8
9 Excused: Willie Karidis, Rich Ramsey

10
11 Absent: Jessi Balcom, Larry Ratayczak, Jim Heipp, Richard Bertram, Al Schulties, Chris Elbe, Elaine Motl

12
13 Also Present: Sonia Haeckel – Toole Design Group, Kit Keller—Public Policy Consultant, Deb Sielski—
14 Deputy Planning & Parks Dept. Administrator, Chad Cook—Planning & Parks Dept. Parks Superintendent,
15 Eric Hyde—Planning & Parks Dept. Property Manager, Fay Fitts—Land & Water Conservation Division, Joe
16 Delmagori—Southeastern Wisconsin Regional Planning Commission, Michaela Burton—Washington Ozaukee
17 Public Health, Chris Squires—Wisconsin Department of Transportation, Karen Blanco—Wisconsin
18 Department of Transportation, Mr. Strobel – Citizen.

19
20 **CALL TO ORDER**

21
22 Chairman Zignego called the meeting to order at 3:08 p.m.

23
24 **ROLL CALL**

25 Mr. Zignego asked that everyone introduce themselves that were present.

26
27 **PLEDGE OF ALLIGIANCE**

28
29 **CONSENT AGENDA**

30 **a. Agenda**

31 Ms. Bishop moved to approve the agenda for the meeting, seconded by Mr. Kist. Mr. Zignego called for a voice
32 vote to approve the agenda as submitted. All voted in favor of approving the agenda.

33 **b. Minutes of August 15, 2018**

34 Mr. Kist moved to approve the minutes of August 15, seconded by Ms. Valentino. Mr. Zignego called for a
35 voice vote to approve the minutes. All voted in favor of approving the minutes.

36
37 **DISCUSSION ITEMS**

38 **a. Wikimap Update**

39 Ms. Haeckel said that the WikiMap had closed for comment on Monday, September 11. She showed the
40 committee the online map showing all the comments received. She explained that staff would analyze and
41 summarize the comments before making the bicycle and pedestrian network recommendations.

42

43
44 **ACTION ITEMS**

45 **a. Existing Conditions Analysis Discussion**

46 Ms. Haeckel walked through the memo of Existing Conditions, Opportunities, Challenges, and Needs that had
47 been sent to Committee members, highlighting points of interest. Mr. Maréchal noted that the Bicycle Plan
48 listed under the City of West Bend on page 7 of the memo had not been officially adopted by the West Bend
49 City Council, and the Council has encountered resistance to the proposal because the City would need to
50 remove on-street parking to paint bicycle lanes.

51
52 In response to the summary of the public workshop on pages 13 and 14, some attendees questioned whether the
53 sample size was large enough. Ms. Haeckel acknowledged that it would be important to get a broad spectrum of
54 responses to gauge public input. Ms. Sielski pointed out that the County has conducted a variety of statistically
55 significant surveys on bicycle and pedestrian topics throughout the years, as summarized in the memo. The past
56 surveys are available on the [County website](#).

57
58 Mr. Heiser moved to approve the Existing Conditions, Opportunities, Challenges, and Needs memo, seconded
59 by Mr. Ross. Mr. Zignego called for a voice vote to approve the memo. All voted in favor of approving the
60 memo.

61
62 **b. Visioning Discussion**

63 Ms. Keller asked participants to circle three phrases on a proposed vision statement that was distributed to each
64 attendee. She then asked participants to rank the phrases. Several participants noted that some of the key
65 phrases represented practices or principles, rather than a vision. Ms. Sielski asked Ms. Haeckel and Ms. Keller
66 to keep the Vision statement short and to list supplemental goals and practices that will inform the Plan.

67
68 **NEXT MEETING DATE**

69 Ms. Haeckel said the next meeting date would be October 29 at 3:00 p.m. and would review draft plan
70 recommendations.

71
72 **ADJOURNMENT**

73 Mr. Zignego adjourned the meeting at 4:50 P.M.

74
75 Daniel Zignego, Chairperson
76

ATTACHMENTS:

Description	Type
▣ 1 WikiMap	Report

Memorandum

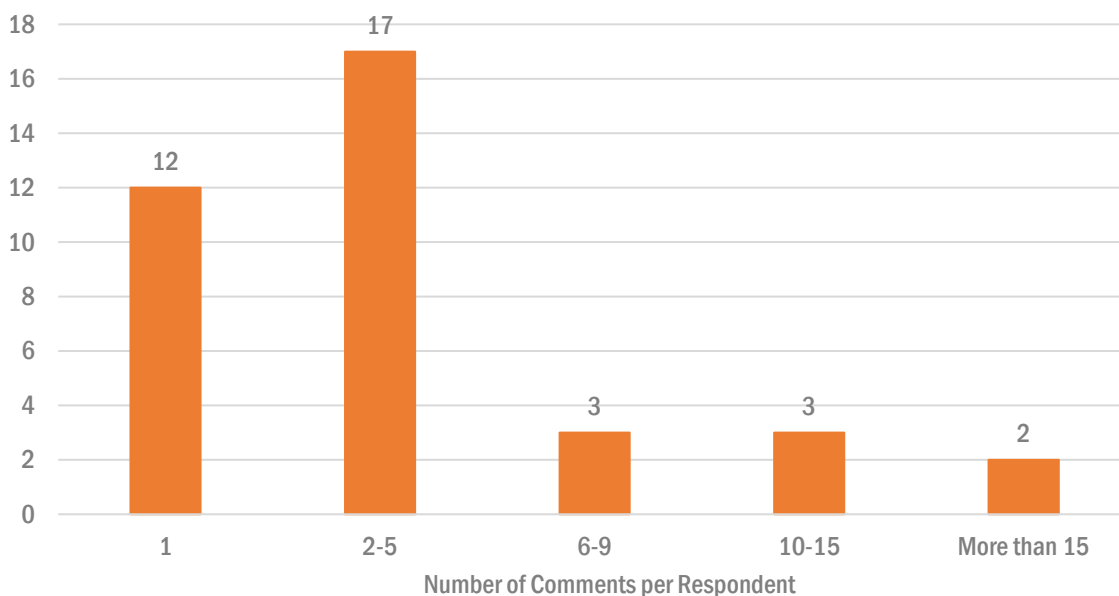
Date: 10/22/2018
To: Washington County Bike and Pedestrian Planning Committee
From: Debora Sielski, Sonia Haeckel, Kit Keller, and Joe Delmagori
Re: WikiMap Public Input Results

WikiMap is an online interactive public involvement platform that allows participants to identify and comment on specific challenge areas and opportunities to improve bicycling. This memo provides an overview of the data that was collected through the WikiMap that was available for online comment between August 16 and September 11, 2018. The memo does not describe detailed entries on the map, but rather the generalized map comments. The detailed data collected from the WikiMap will help inform the final recommendations for the Washington County Bicycle and Pedestrian Plan.

WikiMap Commenter Information

During the open comment period, 118 different users (excluding staff from the project management team of Washington County and Toole Design) logged into the WikiMap site and created accounts. Of those users, only 37 provided input on the map. Those 37 respondents entered a total of 161 comments on the map. Most users provided between one and five comments, although two users entered more than 15 comments.

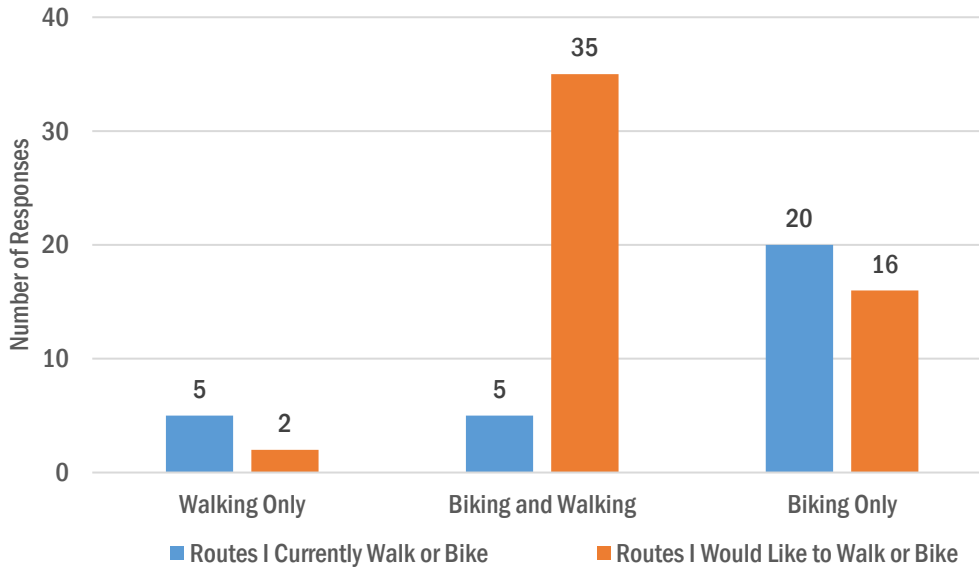
Figure 1: Most WikiMap Respondents Entered between 1 and 5 Comments



Line Comments

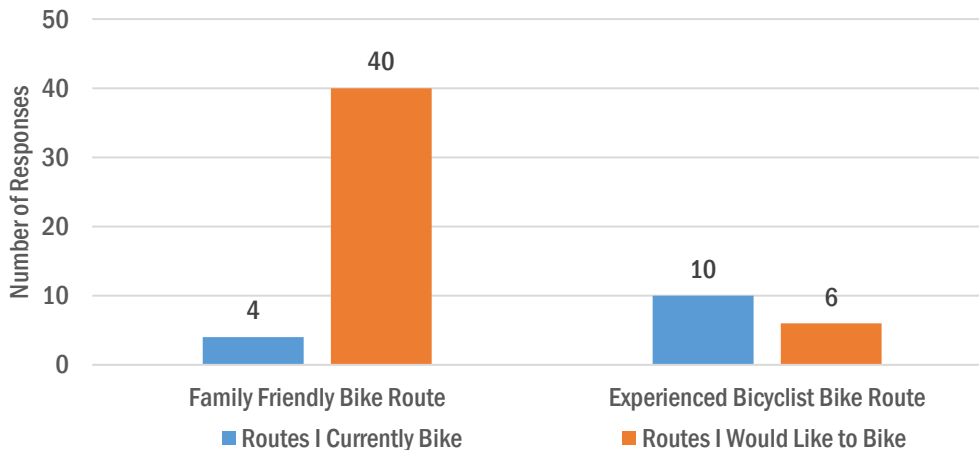
Respondents drew a total of 83 lines on the interactive map. Of those lines, most (53) were lines showing “routes I would like to walk or bike” (orange bars in Figure 2). The remaining 30 were lines showing “routes I currently walk or bike” (blue bars in Figure 2). Within each of those categories, respondents could identify if the route was a walking-only route, a walking and biking route, or a biking-only route. Most of the “routes I would like to walk or bike” were “biking and walking routes”, indicating a desire for more shared-use paths.

Figure 2: Line Comments by Travel Mode, and by Current and Desired Routes



To determine what kinds of biking routes (current or desired) users drew on the interactive map, users were asked if their current or desired route was a “family friendly bike route” or a “experienced bicyclist bike route”. Most of the “routes I currently bike” were for “experienced bicyclists”, while most of the “routes I would like to bike” were for “family friendly bike routes” (see Figure 3).

Figure 3: Types of Biking Routes Drawn on WikiMap



Routes I Currently Walk or Bike

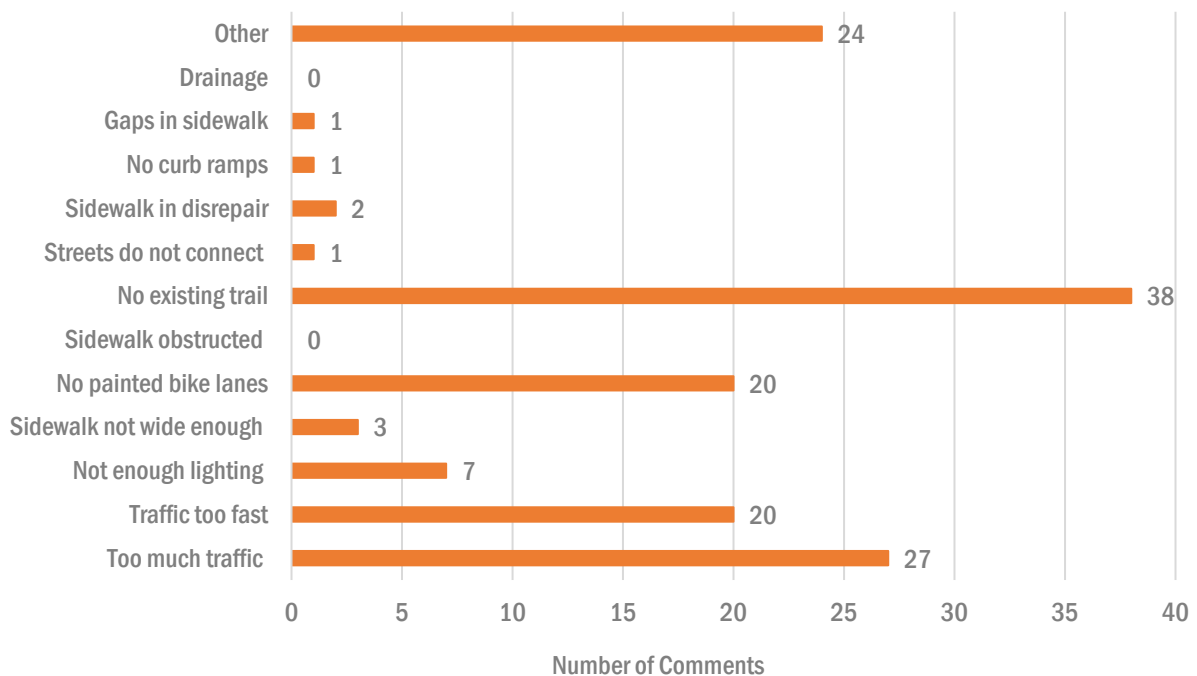
Map 1 shows the “Routes I Currently Walk or Bike” marked by users on the WikiMap. Many of the users left comments on these routes to clarify the conditions of the current routes; these comments are displayed on Map 1. Users could mark “I agree” with a comment. In those cases where multiple users agreed with a comment, the comment is shown in **bold text**. These comments will prove helpful in the development of a recommended network.

Routes I Would Like to Walk or Bike

Map 2 shows the “Routes I Would Like to Walk or Bike” marked by users on the WikiMap. Many users want southern extensions of the Eisenbahn State Trail, routes connecting the northwest and southeastern portions of the county via Slinger, and east-west connections through the central and southern portions of Washington County. Users could mark “I agree” with a comment. As with Map 1, in those cases where multiple users agreed with a comment, the comment is shown in **bold text**.

When users drew a route that they would like to walk or bike, they were asked “Why do you currently not use this route?” They could then select multiple options on a menu of reasons. Figure 4 shows the reasons selected for those routes. The three most common reasons were “No existing trail”, “Too much traffic” and “Other”. Most of the people who selected “Other” wrote explanations which are shown as comments on Map 2.

Figure 4: Reasons for Not Bicycling and Walking on “Routes I Would Like to Walk or Bike”

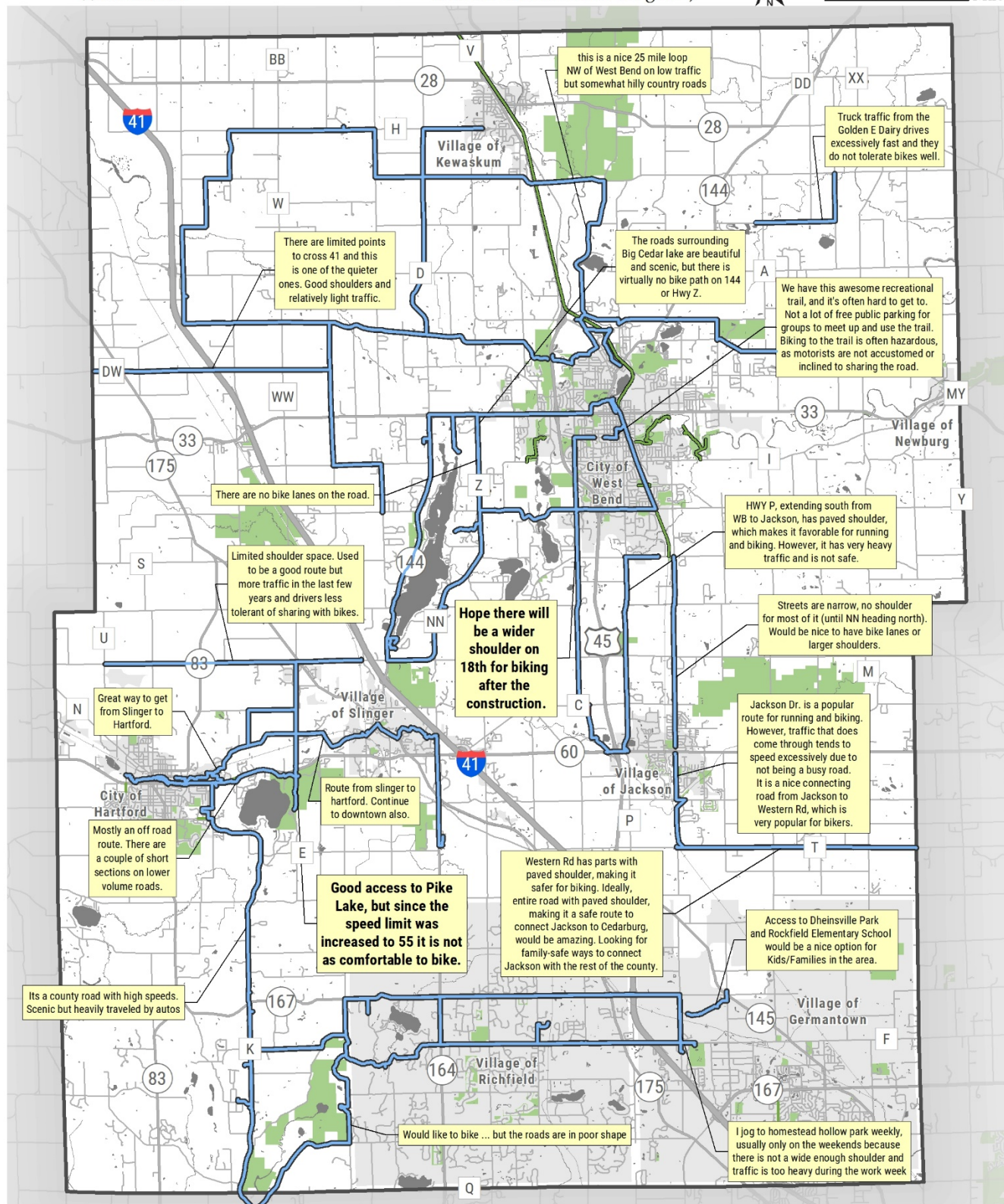
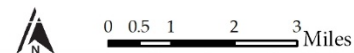


Map 1: Current Routes Marked on the WikiMap



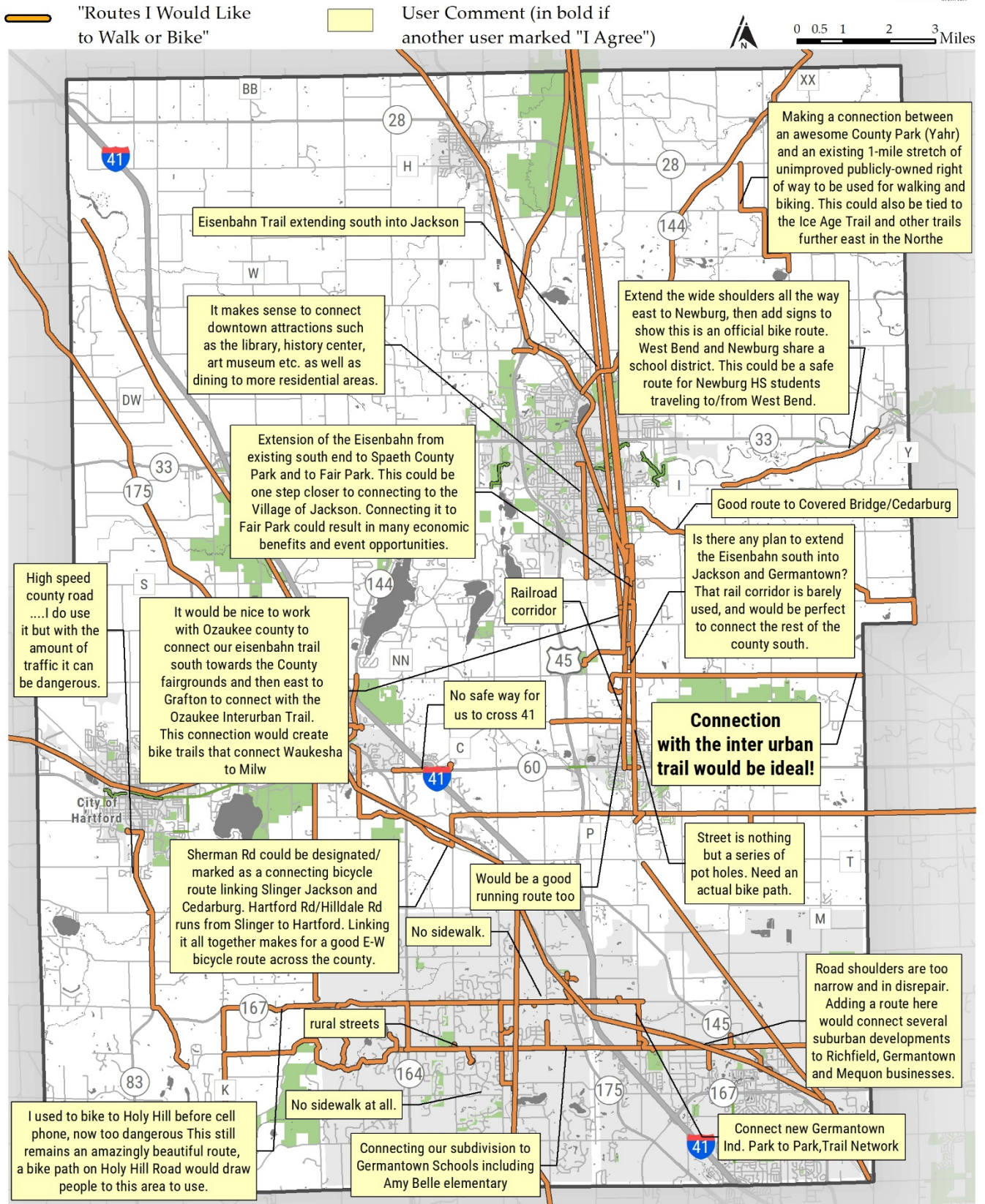
— "Routes I Currently Walk or Bike"

■ User Comment (in bold if another user marked "I Agree")



Source: Toole Design and WikiMap

Map 2: Desired Routes Marked on the WikiMap



Source: Toole Design and WikiMap

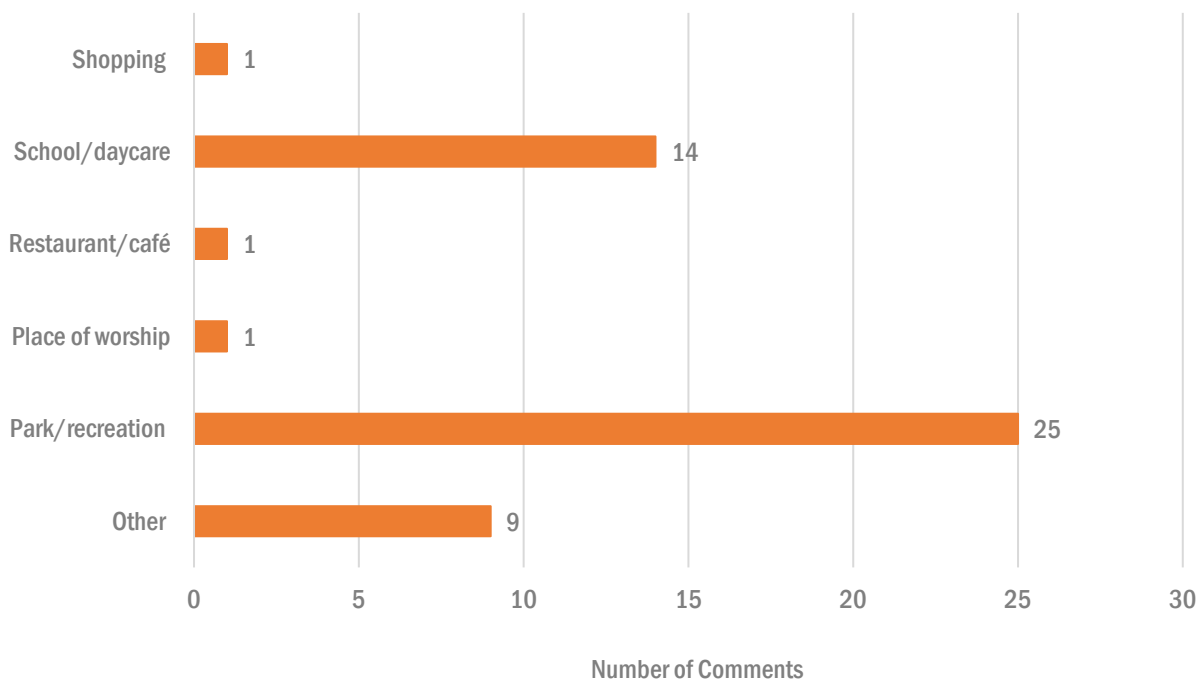
Point Comments

In total, 80 point-related comments were contributed to the WikiMap. Points allow people to comment on single features, such as barriers and destinations for walking and biking. The predominant point type placed by participants was “Destinations” (55 responses). The remaining 25 points were “Barriers”.

Destinations

When a user added a destination to the WikiMap, they were asked to identify what type of destination it was. Figure 5 displays how frequently each type of destinations was selected. Park/recreation and school/daycare destinations were the most common destination types added to the map by far. This was the case countywide and also in the county’s largest city, West Bend. Within West Bend, seven of the seventeen destinations were marked as park/recreation. Most of the destination points related to park/recreation in West Bend were in the northern section of the city, clustered around the Eisenbahn State Trail. Citywide, another six destinations were school/daycare-related. It should be noted that three users placed nearly half (26) of the 55 destinations identified.

Figure 5: Types of Destinations Identified on the WikiMap



Map 3 shows the locations of the destinations that were placed on the WikiMap, and the comments left by users to explain or clarify the location. Not all points contained related comments. In some cases, WikiMap users used this point tool to highlight areas in the current bicycle and pedestrian network that need improvement. As with Maps 1 and 2, in those cases where multiple users agreed with a comment, the comment is shown in **bold text**.

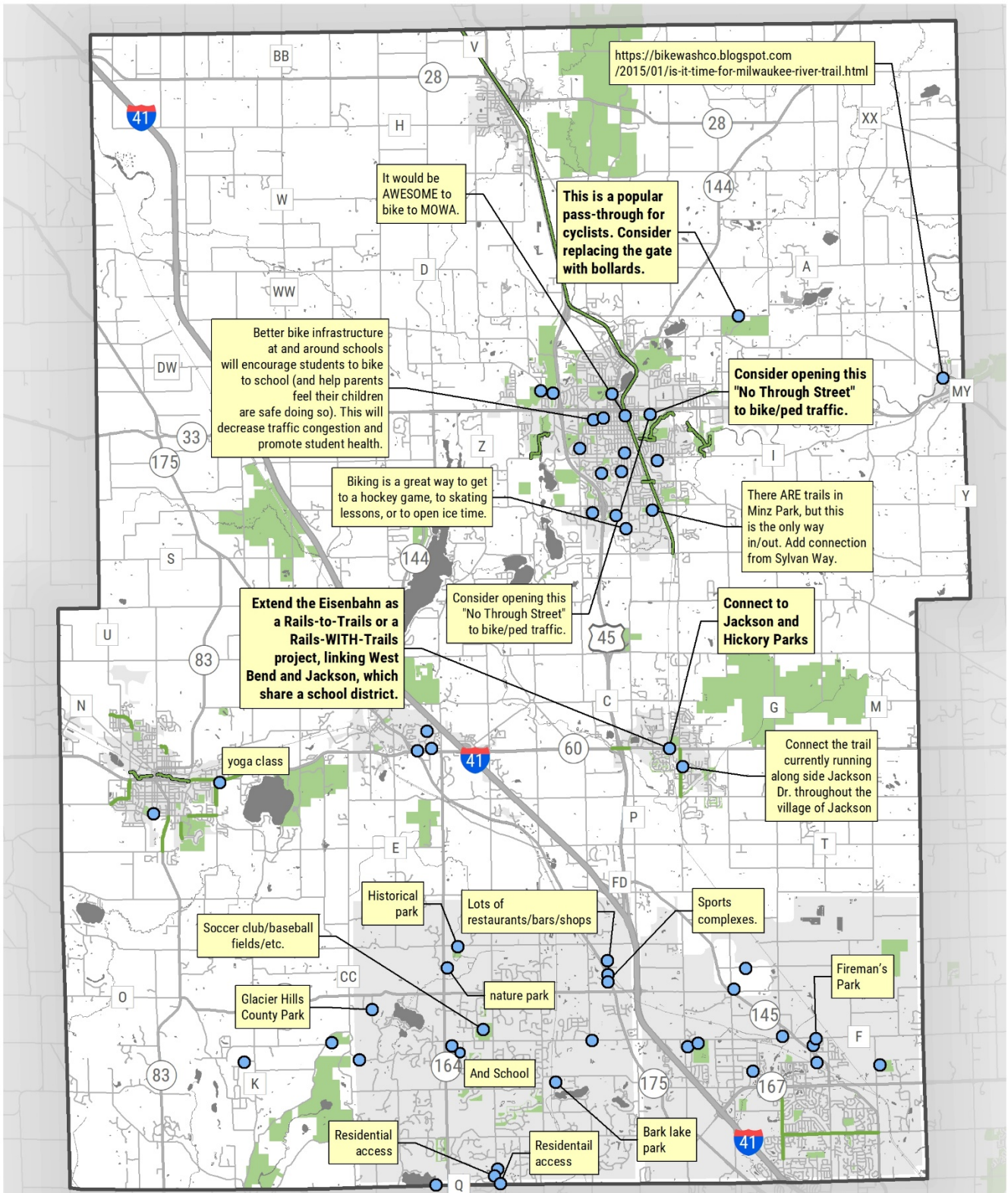
Map 3: Destinations Marked on the WikiMap

● Destinations

■ User Comment (in bold if another user marked "I Agree")



0 0.5 1 2 3 Miles



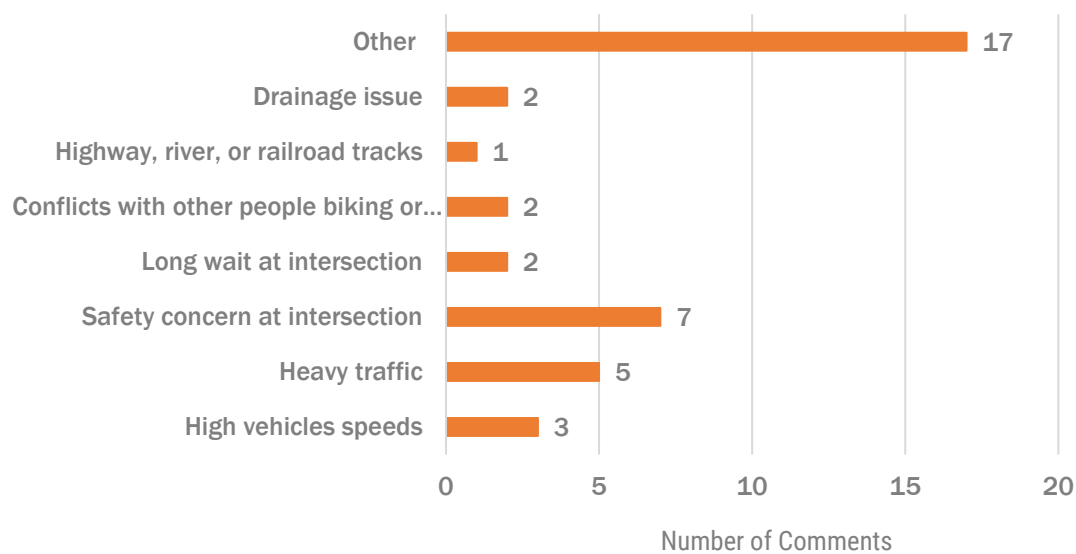
Source: Toole Design and WikiMap

Barriers

When a user added a “Barrier” point to the WikiMap, they were asked whether it was a barrier to biking, walking, or both. 14 barrier points showed barriers to both walking and biking, 9 points showed barriers to biking, and 2 points showed barriers to walking. It should be noted that one user placed over half of the barrier points on the map.

Users were also asked to select reasons the location was a barrier. Figure 6 shows how frequently each reason was selected. The “Other” reason was the most frequently selected option. All the “other” comments are included in Map 4: they frequently relate to whether bicycles are prohibited along certain trails or parks.

Figure 6: Reasons for Barriers to Walking and Bicycling in Washington County



Map 4 shows the locations of the barriers that were placed on the WikiMap, and the comments left by users to explain or clarify the location. In some cases, WikiMap users used this point tool to highlight paths that were displayed on the WikiMap but are not open to the public. As with Maps 1-3, in those cases where multiple users agreed with a comment, the comment is shown in **bold text**.

Map 5 shows the locations of all the lines and points that were placed on the WikiMap—actual routes, desired routes, destinations, and barriers. This map helps put all the comment information in perspective.

Map 4: Barriers Marked on the WikiMap

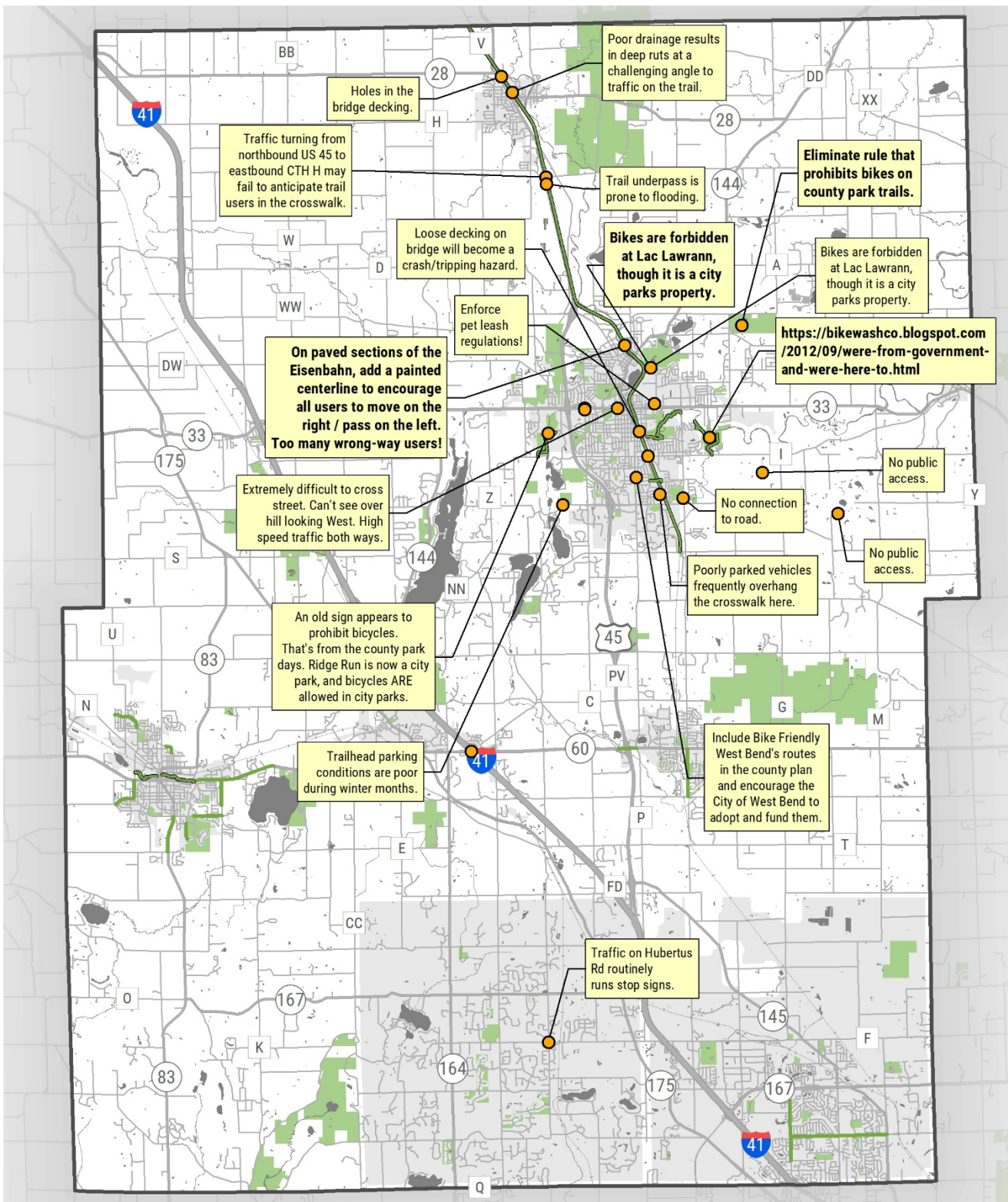


● Barriers

□ User Comment (in bold if another user marked "I Agree")



0 0.5 1 2 3 Miles

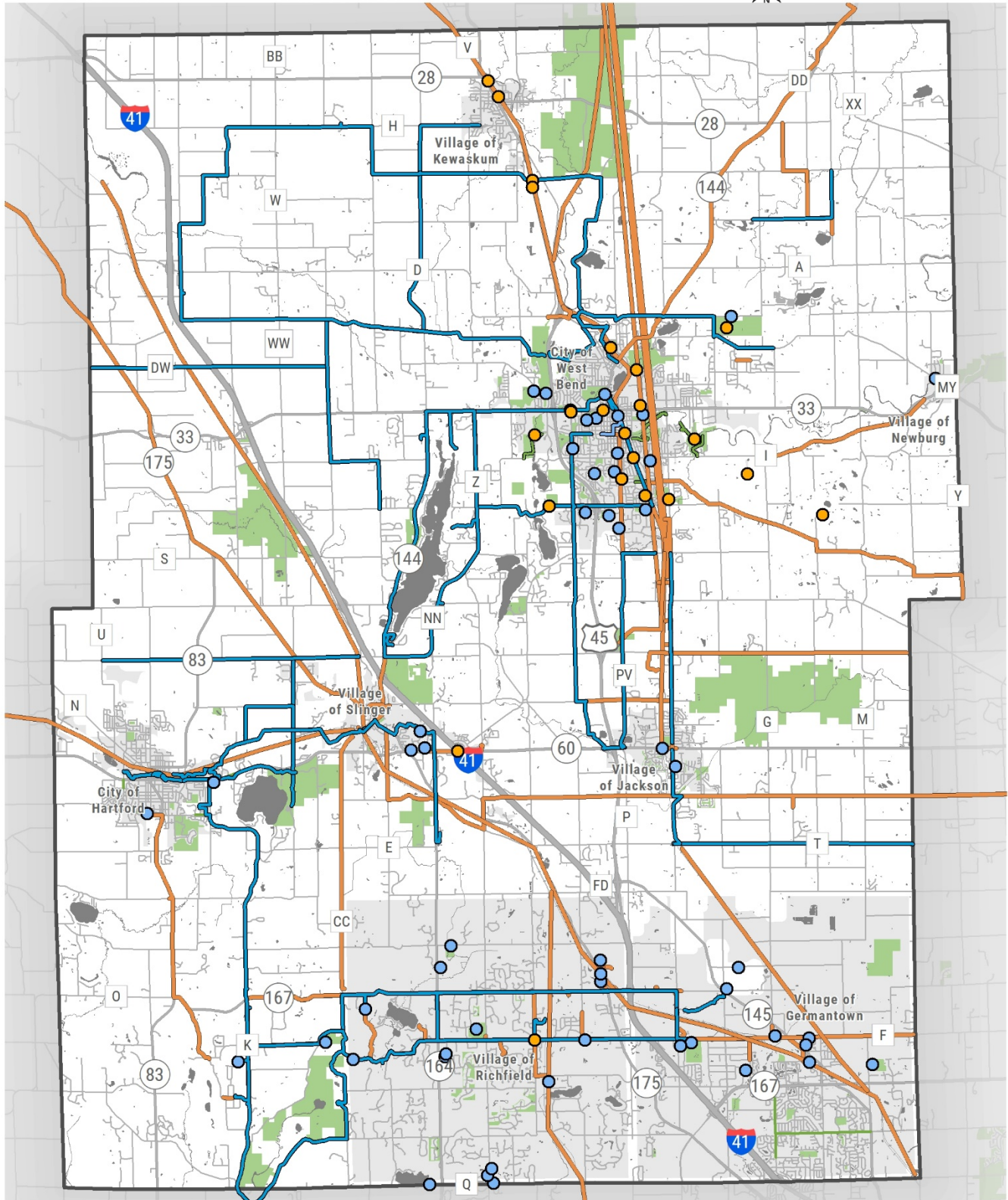


Source: Toole Design and WikiMap

Map 5: Current Routes, Desired Routes, Destinations, and Barriers



- "Routes I Currently Walk or Bike"
- "Routes I Would Like to Walk or Bike"
- Destinations
- Barriers



Source: Toole Design and WikiMap

Conclusion

The WikiMap allows participants from any background and any skill level to provide input on conditions for bicycling from the comfort of their home or mobile device. The primary benefit of this is that a greater level of public participation can be achieved than attendance only at public meetings. It also permits participants to engage when they have time to think about the comments they would like to make. Additionally, the ability to aggregate all input data and display areas with large number of comments eases the analysis of large amounts of public comment.

It is interesting to note the significant overlap of the comments on all four WikiMap input features. For example, the desire to extend the Eisenbahn State Trail southward was commented on repeatedly on all input features. Additionally, while the Eisenbahn State Trail is very popular, connections to this route are lacking in West Bend and its surrounding communities. Additionally, respondents showed a preference for investing in “family-friendly” bike routes instead of bike routes that cater to experienced bicyclists.

Comments specific to each map are shown below:

- WikiMap participants currently use many on-road routes, but added explanatory comments stating concerns about high traffic speeds and safety on those routes (Map 1). In the northern parts of the county, on-road routes had fewer concerns.
- Desired routes include extensions of the Eisenbahn State Trail south to Jackson and pavement on the northern sections of the trail (currently unpaved). Improved east-west connections are highly cited (Map 2).
- The most common reasons cited for why respondents do not walk or bike on routes that they would like include “No trail,” “Too much traffic,” and “Traffic too fast.” This indicates a great desire for shared-use paths or sidepaths that would separate walkers and bikers from motor vehicle traffic.
- Destinations are clustered in West Bend and in the southern portions of the county. Parks/recreation and school/daycare destinations predominate (Map 3).
- Many “barriers” are not physical barriers at all, but restrictions on bicycles on trails and in parks (Map 4).
- Where barriers fit into specific categories, the largest barriers are “Safety concerns at intersections” and “Heavy traffic” (Map 4). This would indicate an interest in making safety improvements for bicyclists and pedestrians at intersections.

The comments received from the public through the WikiMap will be helpful as we develop the Recommended Bicycle and Pedestrian Network for Washington County.

ATTACHMENTS:

Description

Type

▣ 2. Draft Program

Report

Memorandum

Date: 10/22/2018
To: Washington County Bike and Pedestrian Planning Committee
From: Debora Sielski, Sonia Haeckel, Kit Keller, and Joe Delmagori
Re: Draft Program and Policy Recommendations

Implementation of this plan depends on changes in policies and programs at the County and municipal levels. This memo provides recommendations and specific actions to adopt policies and programs that will lead to improved walking and bicycling conditions in Washington County.

Vision

The vision statement and goals for the Plan were developed in consultation with the Washington County Bike and Pedestrian Planning Committee—a group of stakeholders representing County supervisors and agencies, representatives from cities, villages, and towns, advocacy organizations, and interested citizens. As Committee members considered the Vision, it became clear that some aspects of the Vision statement should be further clarified into goals and/or practices. We have grouped these goals and practices into four categories. The policy recommendations in this memo will help achieve this vision and meet these goals.

The vision, goals and practices and policy recommendations of this Plan align with the *Strategic Goals for the Quality of Life of the Citizens of Washington County* providing for:

- A Safe and Secure Community
- Access to Basic Needs
- Economic Growth and Vitality
- Effective Mobility and Reliable Infrastructure.

Vision Statement

Quality of life in Washington County is enhanced by a comprehensive system of bicycling and walking routes connecting destinations throughout the County and neighboring communities. County bicycling and walking routes are safe, scenic, and serve people of all ages, abilities and circumstances.

Goals and Practices

Fiscal Responsibility

Seek all potential funding sources, partnerships, sponsorships and investments from local municipalities, families, businesses, and foundations. Stage new infrastructure investments so that they are folded into other construction projects.

Safety

Increase and emphasize safety for all road users through infrastructure projects utilizing best practices for design and promoting safety through education and outreach.

Quality of Life

Increase the comfort, accessibility, usefulness, and appeal of trail and on-road bikeway networks to serve people of all ages, abilities, and circumstances for recreational and utilitarian use improving health, independence and quality of life.

Partnership

Work in partnership with cities, villages, towns and the State to grow and expand the network through regular collaboration and communication.

Recommended Bikeway and Path Network

To provide some context for the policy recommendations in this memo, the on-road bikeway and off-street path system recommended in this Plan was developed using an approach that considered the goals of fiscal responsibility, safety, and quality of life:

1. **Small investments** to roadways will help the County be fiscally responsible while building out an extensive bicycle network. Small investments include signs, pavement markings for bike lanes, and paving shoulders as roadways are resurfaced or reconstructed. These projects will be spread across Washington County on County highways and local roads, with a strong preference given to low-traffic roads so that minimal changes are needed.
2. **Major investments** along a select number of roadways are necessary for both safety and quality of life. Some roadways have such high traffic volumes—or such narrow rights-of-way—that it will be necessary to spend much more than the typical repaving or reconstructing costs to provide a safe facility for bicyclists and/or pedestrians, even if they are not part of “all ages and abilities” routes. These include Hubertus Road in the Villages of Richfield and Germantown, and Sherman Road just south of the Village of Jackson.
3. **Routes for “all ages and abilities”** will also require **major investments** to build a network of off-street paths and sidepaths that will enhance quality of life for all Washington County residents. Occasionally, the costs of these off-street paths may be defrayed by requiring subdivisions to include the paths or necessary easements when property is developed.

Policy Recommendations Matrix

The recommendations matrix below lists the policies and actions recommended later in this memo and correlates each recommendation to the goals and practices listed above. Each of the recommendations will include specific actions, a general timeline for implementation, and partners who may be involved with implementing each action.

Table 1: Policy Recommendations as they Relate to Goals and Practices of the Plan

Policy Recommendation	Fiscal Responsibility	Safety	Quality of Life	Partnership
1 Adopt design standards and implementation practices that will result in the creation of safe and well-designed walking and biking facilities.		✓	✓	✓
2 Update other plans and ordinances to include Plan recommendations.	✓			✓
3 Adopt a sustainable maintenance strategy and an evaluation program.	✓	✓		✓
4 Pursue all potential funding sources for bicycling and walking projects.	✓			✓
5 Increase coordination and communication between agencies.		✓		✓
6 Provide training and education opportunities for County staff.		✓		✓
7 Increase public outreach, awareness, and education.		✓	✓	✓

Design and Implementation Policies

The implementation actions suggested below will likely change and be explored in much greater depth in later stages of this planning process as we consider which implementation strategies are most desired by Washington County.

Recommendation 1: Adopt design standards and implementation practices that will result in the creation of safe and well-designed walking and biking facilities.

For a pedestrian and bikeway network to be safe, paths, sidewalks, shoulders, and bike lanes must be built to the correct design standards. The County should assist willing communities with the adoption of consistent design standards and practices to make sure facilities are designed and built correctly.

Action	Proposed Timeline	Partners
Add paved shoulders to County highways as part of Resurfacing, Restoration, and Rehabilitation (“3R”) projects when possible and appropriate. Add paved shoulders to County highways as part of Reconstruction projects. Adopt the paved shoulder widths recommended in Table 1 below. In some cases, along “bike routes”, the paved shoulder width standards may exceed the total width of the Trans 205 “3R” standard, which would likely require significant investment.	Ongoing	<ul style="list-style-type: none"> Washington County Highway Department
Develop standard design guidelines for on-street bikeways and paths in the County: <ul style="list-style-type: none"> Guidelines should be adopted by the County and shared with cities, villages, and towns Include urban contexts, rural contexts, and urban/rural transitions Include preferred standard widths for bike lanes, sidewalks, paved shoulders and sidepaths, and preferred crossing treatments where paths cross roadways 	1-3 years	<ul style="list-style-type: none"> Washington County Highway Department Washington County Planning and Parks Department WisDOT Local municipalities Advocacy Groups
Municipalities are required to pass a resolution for WisDOT to provide bicycle and pedestrian accommodations as part of a state roadway project. To assist municipalities, the County will write and share a model Resolution of Support.	1-3 years	<ul style="list-style-type: none"> Washington County Highway Department Washington County Planning and Parks Department WisDOT
Provide appropriate staff and resources to implement the recommendations of the Plan.	Following plan adoption	<ul style="list-style-type: none"> Washington County Planning and Parks Department

Table 1: Recommended Widths for Shoulders Paved During “3R” Projects

Anticipated Average Daily Traffic (ADT)	Wisconsin Trans 205 Standards for County Trunk Highways		
	Total Shoulder Width for “3R” Projects (Paved + Unpaved)	Total Shoulder Width for Reconstruction Projects (Paved + Unpaved)	Recommended Paved Shoulder Width for Bicycle Accommodation
Under 750	3 ft	2-6 ft	Acceptable: 0 ft Desirable: 2 ft
750-1,500	4 ft	6 ft	Acceptable: 0 ft Desirable: 2 ft; 3 ft for roads with poor sightlines (solid yellow lines) Bike Routes*: 4 ft
1,500-2,000	4 ft	6 ft	Acceptable: 2 ft** Desirable: 3 ft** Bike Routes*: 5 ft**
2,000-3,500	6 ft	6 ft	Acceptable: 3 ft** Desirable: 4 ft** Preferred for Bike Routes*: 6 ft**
3,500-5,000	6 ft	8-10 ft	Acceptable: 4 ft** Desirable: 5 ft** Bike Routes*: 6 ft**
Above 5,000	6 ft	8-10 ft	Acceptable: 5 ft** Desirable: 6 ft** Bike Routes: Separate facility, such as sidepath or multi-use trail

*On roadways identified in this Plan as part of the County bicycle network.

**Paved width exclusive of rumble strips if rumble strips are included

Recommendation 2: Update other plans and ordinances to include Plan recommendations.

The recommendations in this plan should be institutionalized in other plans and policies. Whenever possible, integrate policies that support walking, bicycling, and active living at the regional, county, and local level.

Action	Proposed Timeline	Partners
Update the Washington County Park and Open Space Plan and Multi-Jurisdictional Comprehensive Plan for Washington County to include Plan recommendations.	1-3 years	<ul style="list-style-type: none"> Washington County Planning and Parks Department
As preliminary plats are submitted, work with developers, County Highway Department and local municipalities to consider possible bicycle and pedestrian accommodation based on Plan recommendations.	1-3 years	<ul style="list-style-type: none"> Washington County Planning and Parks Department Washington County Highway Department Local municipalities
Review and update County highway and traffic ordinances to ensure new developments and infrastructure projects will help implement the Plan bicycle and pedestrian network and accommodate bicycling and walking as appropriate.	1-3 years	<ul style="list-style-type: none"> Washington County Planning and Parks Department Washington County Highway Department

Work with County Public Affairs Coordinator to determine barriers in State law that limit successful implementation of Plan recommendations.	1-3 years	<ul style="list-style-type: none"> • Washington County Planning and Parks Department • County Administration
Add “locations and widths of proposed bicycle and/or pedestrian accommodation” to 24.02(1) of Washington County Chapter 24 – Land Division.	1-3 years	<ul style="list-style-type: none"> • Washington County Planning and Parks Department
Consider Plan recommendations when developing County Park development plans and updating the County Parks Fiscal Sustainability Plan, County Highway Sustainability Plan and County Capital Improvement Plan (CIP).	3-5 years	<ul style="list-style-type: none"> • Washington County Planning and Parks Department • Washington County Highway Department
Update health-based planning documents—such as Community Health Improvement Plans and strategic plans—to include appropriate Plan recommendations.	3-5 years	<ul style="list-style-type: none"> • Washington Ozaukee Health Department
Encourage local municipalities to update their ordinances and local plans to ensure that the bicycle and pedestrian network is expanded in their community.	3-10 years	<ul style="list-style-type: none"> • Washington County Planning and Parks Department • Local municipalities
Update SEWRPC Regional land use and transportation plan to include regional bikeway connections recommended in this plan.	5-10 years	<ul style="list-style-type: none"> • SEWRPC

Recommendation 3: Adopt a sustainable maintenance strategy and an evaluation program.

Once a bicycle and pedestrian facility is built, it needs to be maintained so that it remains safe and useable. The County should help coordinate a feasible and sustainable maintenance strategy for these investments. The County should also continue and expand non-motorized counts to validate the investments in this plan. SEWRPC and WisDOT have helped the County count users on the Eisenbahn State Trail for several years. An expanded evaluation program would include pre- and post-evaluation measures to measure the use of new investments such as bike lanes, paved shoulders, or shared use paths. It would also identify intensely used trail segments and hazardous areas and road crossings.

Action	Proposed Timeline	Partners
Create and maintain a countywide bicycle and pedestrian count program (in addition to the Eisenbahn State Trail counts). Consider: <ul style="list-style-type: none"> • Conducting counts before and after infrastructure is added • On-street and off-street counts 	1-3 years	<ul style="list-style-type: none"> • SEWRPC • WisDOT • Washington County Planning and Parks Department • Washington County Highway Department
Determine appropriate measures of success for Plan implementation as part of user counts and survey results	1-3 years	<ul style="list-style-type: none"> • Washington County Planning and Parks Department
Annually review crashes flagged as “bicycle” or “pedestrian” in the County, and take a multi-disciplinary approach to addressing intersection concerns or problem areas as appropriate.	2-5 years	<ul style="list-style-type: none"> • Internal County staff workgroup • Sheriff’s Department • Local municipalities • WisDOT
Develop a sustainable strategy for annual maintenance needs and responsibilities: <ul style="list-style-type: none"> • Include guidelines for necessary agency commitments (such as how frequently to trim back vegetation from trails) • Consider longer-term maintenance and replacement of infrastructure 	3-5 years	<ul style="list-style-type: none"> • Washington County Highway Department • Washington County Planning and Parks Department • Local Municipalities
Conduct a survey every five years of countywide trail system users to gain insight into preferences, concerns and use	5-10 years	<ul style="list-style-type: none"> • Washington County Planning and Parks Department

Funding Policies

Recommendation 4: Pursue all potential funding sources for bicycling and walking projects

Infrastructure and programs to support bicycling and walking in Washington County will require additional financial resources. *The funding actions suggested below will likely change and be explored in much greater depth in later stages of this planning process, as we consider how to implement the recommended network in more detail.*

Action	Proposed Timeline	Partners
Continue annual capital investment in bicycle and pedestrian projects through County Planning and Parks Department	Ongoing	<ul style="list-style-type: none"> Washington County Planning and Parks Department
Pursue federal, state, and foundation grants, such as Transportation Alternatives Program, Recreational Trail Program, or Brownfields Program.	Ongoing	<ul style="list-style-type: none"> Washington County Planning and Parks Department
Continue to fund on-street bikeway accommodations on County highways as part of roadway projects. <ul style="list-style-type: none"> Consider how paving shoulders may increase costs of scheduled projects, requiring more funds 	Ongoing	<ul style="list-style-type: none"> Washington County Planning and Parks Department Washington County Highway Department
Establish annual capital investment for bicycle or pedestrian improvements on County highways that are NOT part of roadway projects, such as: <ul style="list-style-type: none"> Spot treatments where trails cross intersections Sidepath construction where it is not part of a roadway construction Installation of signs and pavement markings 	1-2 years	<ul style="list-style-type: none"> Washington County Planning and Parks Department Washington County Highway Department
Implement a Washington County grant opportunity where funds are awarded for biking/walking projects in Cities, Villages, or Towns	3-5 years	<ul style="list-style-type: none"> Washington County Healthy Community Fund
Partner with area businesses and foundations for sponsorships and donations <ul style="list-style-type: none"> Explore opportunities for sponsored trails or named routes Coordinate physical and in-kind donations 	3-5 years	<ul style="list-style-type: none"> Washington County Planning and Parks Department Local businesses Community foundations
Encourage municipalities to establish annual capital investments for bicycle and pedestrian infrastructure improvements	3-5 years	<ul style="list-style-type: none"> Washington County Planning and Parks Department Local municipalities

Coordination and Communication Policies

Recommendation 5: Increase coordination and communication between agencies

Implementation of this Plan will require cooperation and coordination of many different municipalities, agencies, and departments. This can be achieved by establishing committees responsible for implementation and oversight. One way to do this would be to establish an informal internal County staff workgroup, and a formal external intergovernmental council.

Action	Proposed Timeline	Partners
Create internal County coordination workgroup, to meet twice yearly, to provide interdepartmental feedback on upcoming infrastructure projects, grant opportunities, and policy projects	1-2 years	<ul style="list-style-type: none"> Washington County staff
Establish formal Intergovernmental Bike/Ped Council to address countywide bicycling and walking opportunities, share knowledge, and oversee implementation of the plan	1-3 years	<ul style="list-style-type: none"> Washington County staff Town and municipal staff Advocacy organizations WisDOT

Recommendation 6: Provide training and education opportunities for County staff

Increasing the knowledge and capabilities of planners, engineers, and law enforcement officers is paramount to the effective implementation of this plan and continued safety of the public.

Action	Proposed Timeline	Partners
Provide opportunities for appropriate county staff to attend webinars or conferences related to bicycle and pedestrian planning and implementation.	1-3 years	<ul style="list-style-type: none"> Washington County staff
Provide “Pedestrian & Bicycle Safety for Law Enforcement” course for Sheriffs and local law enforcement officers	1-3 years	<ul style="list-style-type: none"> Washington County Sheriff Local enforcement agencies

Recommendation 7: Increase public outreach, awareness, and education

The County and partnering organizations should effectively and strategically communicate with the public throughout the implementation of Plan recommendations. Public engagement should cover topics related to planning and construction of new bicycle and pedestrian infrastructure, the value and benefits of biking and walking, and encouraging safe and friendly behavior by all modes (drivers, bicyclists, and pedestrians).

Action	Proposed Timeline	Partners
Develop an online mobile-friendly interactive map tool that shows the current and planned paths and bicycle routes in the County, and major projects expected to be completed in the next 5 years	As soon as Plan is complete	<ul style="list-style-type: none"> Washington County Planning and Parks Department
Periodically update the Washington County Park and Trail Map to include new paths and all on-street bicycle routes.	1-3 years	<ul style="list-style-type: none"> Washington County Planning and Parks Department
Develop and implement a public engagement strategy for all ages, abilities and circumstances tied to Plan implementation	1-3 years	<ul style="list-style-type: none"> Washington County Planning and Parks Department

<p>recommendations, construction of new infrastructure, and the benefits of biking and walking. Consider:</p> <ul style="list-style-type: none"> • Educating elected officials by coordinating events for them to walk and bicycle in their community with residents • Continuing to support partnering organizations that organize bicycling and walking events • Partnering with hospitals and health coalitions to promote walking and bicycling for health 		<ul style="list-style-type: none"> • Washington Ozaukee Health Department • Well Washington County • Advocacy groups • Hospital organizations
<p>Develop a coordinated enforcement campaign that combines law enforcement with road user education to increase awareness of rules of the road, including messages targeted at reducing distracted and aggressive driving.</p>	3-5 years	<ul style="list-style-type: none"> • Sheriff's Department • Local law enforcement • Advocacy groups
<p>Support programs to educate children on how to walk and bike safely, such as "bike rodeos" or education programs in school</p>	3-5 years	<ul style="list-style-type: none"> • Sheriff's Department • Local law enforcement • Washington Ozaukee Health Department • School districts

ATTACHMENTS:

Description	Type
▣ 3. Review Draft	Report

Memorandum

Date: 10/22/2018
To: Washington County Bike and Pedestrian Planning Committee
From: Debora Sielski, Sonia Haeckel, Kit Keller, and Joe Delmagori
Re: Draft Recommended Bicycle and Pedestrian Network

This memo provides a brief description of the draft recommended bicycle and pedestrian network for Washington County. This network represents a “first pass”; it will need to be further refined through comment and input from staff, the Bike and Pedestrian Planning Committee, and other stakeholders. Currently, we have only defined the types of roadway treatments as “Small Investments” and “Major Investments”. We have also connected some of the “Major Investments” into a proposed “All Ages and Abilities” network. Once the network is finalized, we will remove some of the duplicate connections between communities. We will recommend specific facility types for each segment of the network.

Proposed Bikeway and Path Network

The proposed on-street bikeway and off-street path system recommended in this plan will connect all communities of over 5,000 population in Washington County, and identifies connections to communities of over 5,000 in neighboring counties. The network includes several possible connections to the Bugline Trail in Waukesha County and Interurban Trail in Ozaukee County. The connections to destinations outside of Washington County will be further refined by meeting with planners from neighboring Counties. Staff developed the proposed network using an approach that considered the goals of fiscal responsibility, safety, and quality of life:

1. **Small investments** to roadways will help the County be fiscally responsible while building out an extensive bicycle network. The roads requiring small investments are shown on Map 1 (attached) as orange on-street bicycle facilities. Table 1 below includes photos and descriptions of these small investments. These projects will be spread across Washington County on County highways and local roads, with a strong preference given to low-traffic roads so that minimal changes are needed.
2. **Major investments** along a select number of roadways are necessary for both safety and quality of life. The roads requiring major investments are shown in purple and orange on Map 1. Table 2 below includes photos and descriptions of what type of facility represents a major investment. Some roadways have such high traffic volumes—or such narrow rights-of-way—that it will be necessary to spend much more than the typical repaving or reconstructing costs to provide a

safe facility for bicyclists and/or pedestrians, even if they are not part of “all ages and abilities” routes. These include Hubertus Road in the Villages of Richfield and Germantown, and Sherman Road just south of the Village of Jackson.

Table 1: Examples of Small Investments (shown in Orange on Map 1)

Facility, Cost, Safety Considerations	Example	Description
<p>Signed Routes</p> <ul style="list-style-type: none"> • Low cost • No safety benefit 		<ul style="list-style-type: none"> • Help bicyclists get around on low traffic, low-stress streets • Quickly and affordably expand the bicycle network using existing residential and town roads • Alert drivers that bicyclists may be present • May include destinations, distance, and direction
<p>Shared Lane Markings (Sharrows)</p> <ul style="list-style-type: none"> • Low cost • No safety benefits 		<ul style="list-style-type: none"> • Used to indicate a shared bicyclist/motorist lane • Indicate where bicyclists should position themselves in the lane • Typically used on low-volume local streets
<p>Paved shoulders as part of resurfacing or reconstruction (3'-6' wide)</p> <ul style="list-style-type: none"> • Low-to-medium cost • Reduce crashes 		<ul style="list-style-type: none"> • Benefit all road users and lengthen roadway life • Serve experienced bicyclists used to dealing with fast-moving traffic • Can be used by pedestrians (but not considered an ADA-accessible facility) • Need bike lanes at intersections to provide continuity through right turn lanes
<p>Bike Lanes</p> <ul style="list-style-type: none"> • Usually low cost (achieve by reallocating street space) • Reduce crashes 		<ul style="list-style-type: none"> • May be part of an “all ages and abilities” network if on low-speed local streets • Designate space for bicyclists with markings and signs • Located adjacent to motor vehicle travel lanes and flows in the same direction as motor vehicle traffic • Typically 5-6 feet wide • Used on medium- and high-volume streets • Typically added by removing on-street parking on one or both sides, or by changing a street from four lanes to two travel lanes with a center turn lane.

3. **Routes for “all ages and abilities”** will also require **major investments** to build a network of off-street paths and sidepaths that will enhance quality of life for all Washington County residents. Occasionally, the costs of these off-street paths may be defrayed by requiring subdivisions to include the paths or easements when property is developed. Map 1 shows the draft planned shared use paths in green, such as the Eisenbahn State Trail towards through the Villages of Jackson and Germantown, and a pathway along the Milwaukee River between the City of West Bend and the Village of Newburg. Map 2 highlights the proposed “all ages and abilities” corridors in light blue.

Table 2: Examples of Major Investments to Roadways (shown in orange purple on Map 1)

Facility, Cost, Safety Considerations	Example	Description
<p>Wide Paved Shoulders (6'-8' wide)</p> <ul style="list-style-type: none"> • High cost • Reduce crashes 		<ul style="list-style-type: none"> • Cannot be used by “all ages and abilities” • Used on higher traffic rural roads • Serve experienced bicyclists used to dealing with fast-moving traffic • Can be used by pedestrians (but not considered an ADA-accessible facility) • Need bike lanes at intersections to provide continuity through right turn lanes
<p>Sidepaths (Shared Use Paths along a Roadway)</p> <ul style="list-style-type: none"> • High Cost • Can reduce crashes if designed correctly 		<ul style="list-style-type: none"> • Part of the “all ages and abilities” network • Fully separated and located immediately next to and parallel to a roadway • Provide a comfortable space for pedestrians, and are ADA accessible • Typically paved and 10-12 feet wide • Paths next to urban and suburban roadways can increase hazards to bicyclists • Typically used on medium and high-volume streets with few intersections or driveways
<p>Shared-Use Paths</p> <ul style="list-style-type: none"> • High cost • Reduce crashes 		<ul style="list-style-type: none"> • Part of the “all ages and abilities” network • Fully separated from a street or road • Typically paved and 10-12 feet wide • Often installed along rail or utility corridors or next to rivers • Low-stress experience for many types of users (bicyclists, pedestrians, joggers)

Shared-Use Path Corridor Approach

The proposed network includes many possible shared-use paths that were not included in previous bicycle or pedestrian plans. Staff developed these possible alignments using the following considerations:

- Minimize land acquisition from private property owners, except for private land trusts, easements that belong to homeowner’s associations, and agricultural lands that may be subdivided in the future.
- Minimize river crossings by utilizing existing bridges or by anticipating that shared-use paths may be added when a bridge is reconstructed (such as the CTH M bridge over the Milwaukee River at STH 33 near Newburg);
- Avoid flood areas and regulated wetlands where possible;
- Avoid steep hills; and,
- Consider parcels that are used by the Ice Age National Scenic Trail. Many such parcels are hilly and steep, and a shared-use path would need to deviate significantly from the Ice Age hiking trail to accommodate bicyclists of all ages and abilities.

Unfortunately, almost none of the utility corridors that were identified in the existing conditions analysis (Map 6) proved helpful for identifying shared-use path corridors. Most of the utility corridors in Washington County (except for the railroad rights-of-way) are easements over existing wetlands, agricultural land, or other private property with challenging terrain.

Alternative Alignment Options

In several cases, we have presented two, or even three options for a proposed connection between communities in Washington County. In some cases, these represent a “near term” option and a “long term option”. In other cases, we are proposing several options because we do not know which one is best. We hope to seek input from staff, Committee members, and stakeholders to narrow down the alignments in the final recommended network. The alternative alignment options are discussed below.

- **Options to connect the Eisenbahn State Trail towards Jackson.** We have included both an off-street path and an on-road connection to extend the Eisenbahn State Trail. Canadian National currently uses the rail line, and several issues (terrain, stream crossings, and active sidings next to businesses) prevent building a trail next to the rail line while it is in active use. If the rail line is abandoned, the State or County should build the extension of the trail. In the near term, the County should pursue an “all ages and abilities” sidepath along Jackson Drive.

- **Options to connect the Eisenbahn State Trail to the Ozaukee Interurban Trail.** The proposed network identifies three possible “all ages and abilities” corridors that could connect to the Interurban Trail:
 - **West Bend to Newburg and beyond.** It makes sense to continue a shared-use path along the Milwaukee River from West Bend towards Newburg; once the shared use path crosses CTH M, the old proposed route along the river would be hard to implement due to the cost of acquiring property. It is possible that through easements and subdivisions, the route along the river could continue. We have also proposed a sidepath along STH 33. Ozaukee County would need to continue developing an “all ages and abilities” connection towards Fredonia and Saukville.
 - **Jackson to Grafton/Cedarburg.** The STH 60 corridor, while not scenic, is wide enough to accommodate a sidepath. It is also a direct connection, and there is already a sidepath along a one-mile segment of STH 60 in Ozaukee County, just west of Washington Avenue.
 - **Germantown to Thiensville.** Freistadt Road is a popular bicycling route between Germantown and Thiensville. East of the Canadian-National rail line, there appears to be sufficient space in the road right-of-way to accommodate a sidepath on Freistadt Road.
- **Options between Jackson and Slinger.** The connection between Jackson and Slinger is difficult for a bicycle and pedestrian network due to the multiple freeway crossings. We propose a total of four options: two for the “all ages and abilities” network and two for the on-road bicycle network.
 - *All ages and abilities* option: Anticipating demand for an “all ages and abilities” route between Jackson and Slinger, we developed two potential alignments: one along the Cedar Creek corridor where the terrain is not too steep; and one along Cedar Creek Road that would use a sidepath in some segments where traffic volume is too high.
 - On-road option: We also proposed two on-road routes south of STH 60: a route on Sherman Road and a route on Western Avenue. The route on Sherman Road would likely require significant investment—such as very wide shoulders—to make it safe for bicyclists.
- **Options between Jackson and Germantown.** For *small investments* on-road routes, we have proposed two options: a route east of the proposed extension of the Eisenbahn State Trail and an on-road route to the west.

- **Options to connect to Bugline Trail from Germantown.** Three potential ways to connect Germantown to the Bugline Trail are shown: a route that would use the existing pedestrian bridge in Menomonee Falls over I-41; a route that would follow the Menomonee River and require property acquisition; and a route that would use a sidepath along Maple Road and County Line Road. We hope to seek input from Waukesha County, Village of Germantown staff, and Village of Menomonee Falls staff to determine which alignments works best with future planned bicycle and pedestrian investments.

Map 1: Draft Proposed Bicycle and Pedestrian Network

Washington County Bicycle and Pedestrian Plan

Existing Facilities^a

- Existing Shared Use Path
- Existing Sidepath

Draft Recommended Small Investments

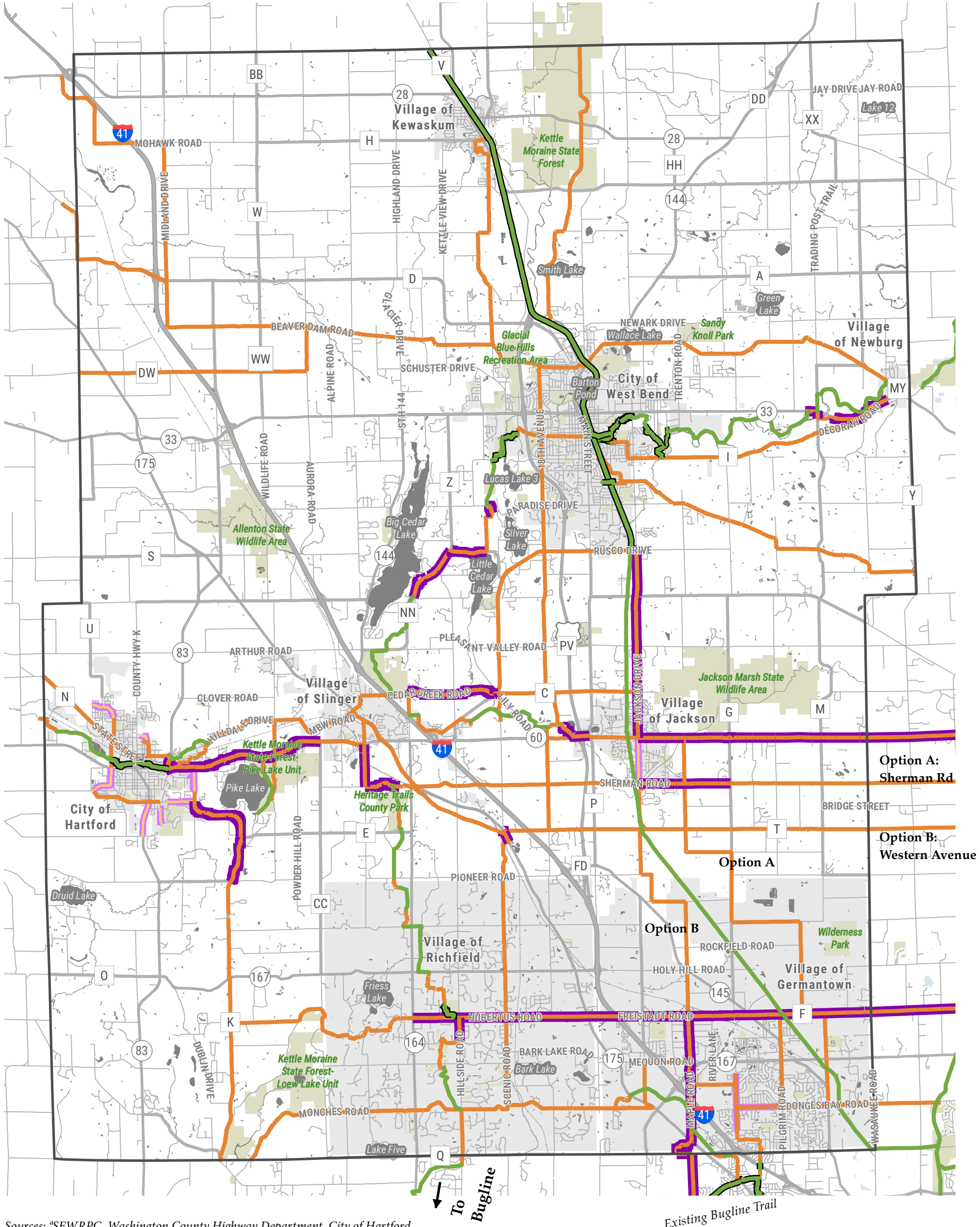
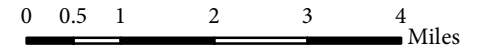
- On-Road Bicycle Facility, Small Investment

Draft Recommended Major Investments

- Bicycle/Pedestrian Facility in ROW, Major Investment Needed
- Recommended Shared-Use Path

County Boundary

Municipal Boundaries



Sources: ^aSEWRPC, Washington County Highway Department, City of Hartford

To Bugline

Existing Bugline Trail

Map 2: Draft "All Ages and Abilities" Corridors

Washington County Bicycle and Pedestrian Plan

Existing Facilities^a

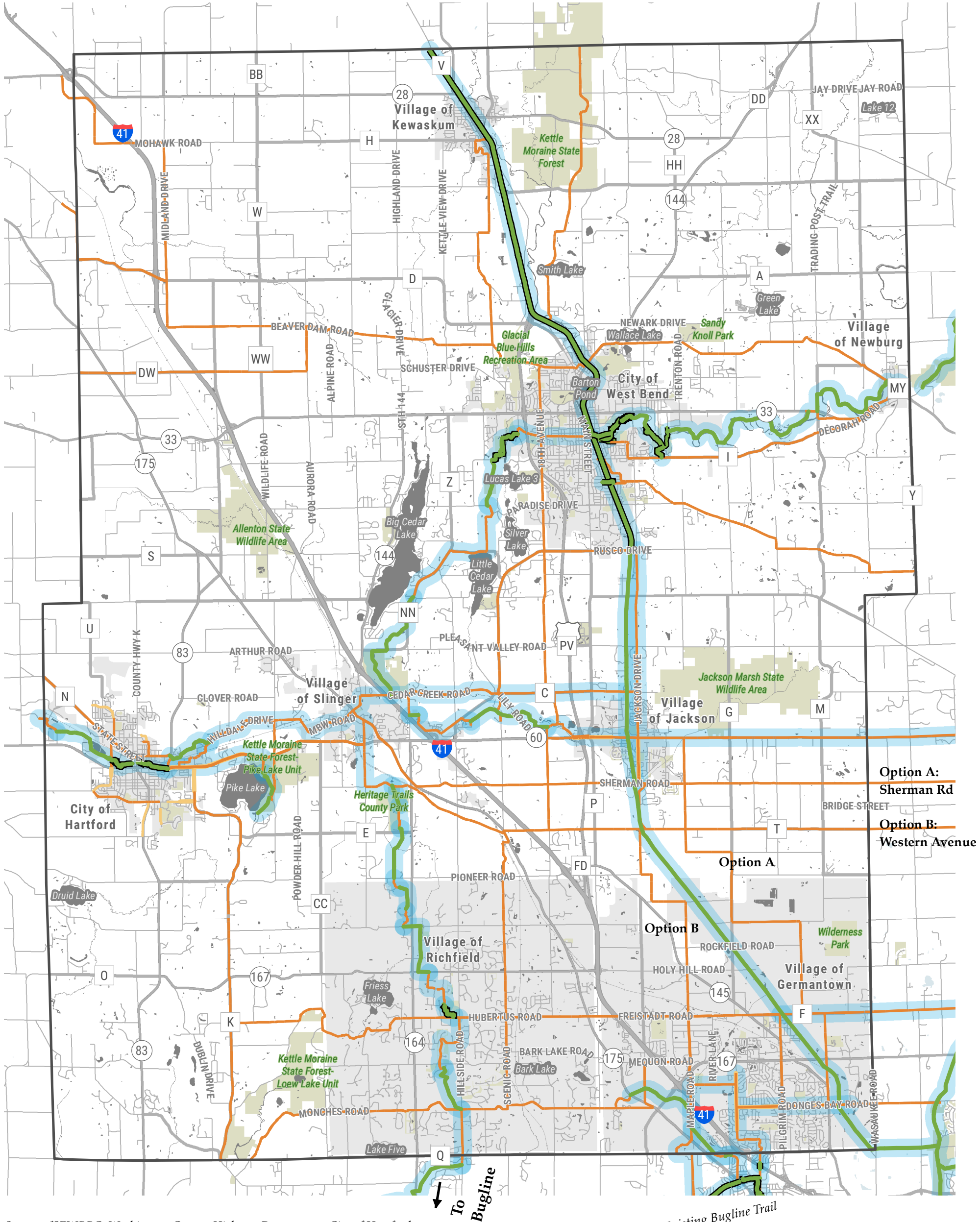
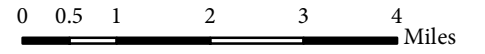
- Existing Shared Use Path
- Existing On-Street Facility (Sidepath or Bike Lane)

Draft Recommendations

- On-Road Segment of Bicycle Network
- Shared-Use Path Segment
- All "Ages and Abilities" Corridors

County Boundary

Municipal Boundaries



Sources: ^aSEWRPC, Washington County Highway Department, City of Hartford

Existing Bugline Trail