

Chapter 3: Transportation Element

Credit to Thomas and Sally Williams, who originally drafted and presented this element.

3.A. Vision Statements

1. The Town will continue to have a quiet, rural atmosphere.
2. Town taxes will continue to be reasonable and affordable.
3. The Town will have a transportation system that is safe, efficient, and convenient and characterized by the coordinated flow and circulation of persons, vehicles, and goods.
4. Expenditures related to road maintenance and repair will be moderate and will stay within the Town budget.
5. The road network within the Town will experience minimal creation of new infrastructure.
6. Non-vehicular trails including bicycle, pedestrian, and equine trails will enhance Town residents' enjoyment of the rural environment.¹

3.B. Strategies

1. The Town will not allow hard-surfaced runway airports, commercial water transportation, railroads, or rail stations within the Town but will retain the current policy of utilizing existing airport facilities, commercial water transportation facilities, and railroad facilities in neighboring communities to fulfill these needs.
2. The Town will not operate or fund a local transit system. It will be the policy, however, not to oppose the designation of a bus stop within the Town limits for intercity bus transit if such designation is economically feasible.
3. The Town of Concord will not create or operate vehicular transportation facilities for the disabled unless the demand increases to the point that this becomes necessary. The Town will retain the current policy of utilizing existing transportation services for the disabled provided by neighboring communities and by the County (*see 3.D. Transportation Facilities for the Disabled*).
4. When new transportation amenities are constructed (parking, walkways, etc.), it will be the policy of the Town to be in compliance with requirements mandated by the Americans with Disabilities Act (ADA).
5. Within its means, the Town will keep the level of commercial trucking traveling through the Town to a minimum. Such traffic will be guided toward the interstate where possible. The Town will maintain a policy of posting weight limits on the Town roads to prevent the untimely destruction of the roads and to reduce repair costs for the Town.

¹ Professor Steve Grabow, University of Wisconsin – Extension, *Town of Concord Visioning Workshop Series: FINAL PROCEEDINGS REPORT* (September 20, 2006), p. 5. “Hope to see trails planned for non-vehicular traffic (bike, pedestrian, possibly equine).”

6. The Town will maintain and improve the roads for which it is directly responsible, including snow removal, re-grading, fixing of potholes, and all other manner of necessary improvements as needed to maintain public safety and enhance the flow of people, vehicles, and goods.
7. The Town will determine the most cost-effective and appropriate methods and schedule to employ in order to provide for necessary resurfacing/repair of Town roads.²
8. The Town will regularly reevaluate snow removal services in order to determine the most cost-effective and suitable alternative for such services.
9. The Town will continue to participate in the *Local Bridge Assistance Program* to ensure safe bridges and cost-effective bridge maintenance. Specifically, the Town will work with the Wisconsin Department of Transportation (DOT) through the *Local Bridge Assistance Program* to repair the bridge on River Road. The estimated Town portion of the shared costs is about \$85,000. The Town will set aside a portion of this estimated contribution on a yearly basis with a goal of accruing the necessary funds for repair by the year 2012.
10. The Town will continue to participate in the *Town Road Improvement Program* when appropriate to ensure safe, cost-effective repair of Town roads. Specifically, the Town of Concord will work with adjoining towns and the Wisconsin DOT under the *Town Road Improvement Program* to develop a shared-cost plan for the reconstruction/resurfacing of shared roads such as North Side Drive.
11. In regards to high-cost transportation-related projects, the Town will adopt a policy of setting aside funds on a yearly basis prior to the date of the scheduled project in order to more effectively budget for such projects.
12. The Town of Concord will continue to oppose the creation of a state-proposed park-and-ride lot at the intersection of I-94 and CTH F. The Town will oppose the park-and-ride even if the Town is not responsible for maintenance or the costs of maintenance.
13. The Town will limit new development to sites that have access to existing road infrastructure so as to limit the necessity of creating new roadways.
14. It will be the policy of the Town to allow and encourage creation of non-vehicular trails such as bicycle, pedestrian, and equine trails where economically feasible. The Town will allow such trails as long as they are not burdensome to the residents and do not add significantly to the tax liability of the citizens. It will also be the policy of the Town to facilitate the development and implementation of such projects when possible.

3.C. Issues

1. A major expense to the Town in the annual budget is highway maintenance and repair. This currently accounts for nearly 50 percent of an annual budget of approximately \$550,000. Road repair/resurfacing expenses are increasing. The Town currently employs up to 6 part-time employees and has low labor costs for routine road maintenance such as pothole repair as compared to surrounding communities. Larger resurfacing/repair

² See Appendix B for road assessment report and *Concord PASER Ratings 2008*.

projects are contracted out, and these projects constitute the bulk of the highway maintenance budget. A challenge for the Town will be to develop a reasonable and cost-effective plan to allow for the regular maintenance and resurfacing of Town roads.

2. A significant portion of the road maintenance budget is used to cover expenses related to snow removal. The Town has historically maintained its own snow removal equipment and used its own employees for plowing. For the 2007–2008 and the 2008–2009 winter seasons, the Town contracted with Jefferson County for snow plowing. The Town Board will need to evaluate its snow-plowing options to determine the most cost-effective alternative. A necessary part of this discussion will be the possible need for purchase of a new snowplow if the Town decides to return to using its own equipment and personnel. Construction of new facilities to house snow removal equipment and maintenance costs are a part of this discussion as well (*see 4.C.*).
3. **Traffic impact on the Town due to Interstate 94** (*see maps 1 & 2, Appendix A*)
 The presence of Interstate 94 has a significant influence on the Town in terms of traffic volumes and development pressures primarily from the east. According to data from the WisDOT website for 2001 and 2004, the average daily traffic count through the Town on I-94 is about 18,000 vehicles both eastbound and westbound. The same data indicate that the I-94 interchange at CTH F handles approximately 3,500 vehicles a day exiting from westbound I-94 or entering eastbound I-94. Approximately 950 vehicles a day use the westbound on-ramp and 660 use the eastbound off-ramp. These data seem to indicate a much greater traffic pressure from the east and/or a greater eastward presence by Town residents. The 2001 daily traffic counts show that approximately 350 vehicles per day use the eastbound off-ramp and 340 vehicles per day use the westbound on-ramp at the Willow Glen Interchange. Year 2004 data indicate a significant increase in this volume to about 550 vehicles using each ramp per day. Of concern is potential increased traffic pressure from the east due to the development of “Pabst Farms” in the City of Oconomowoc and Town of Summit and other commercial development directly to the east. The eastbound exit at Willow Glen Road leads directly onto Delafield Road, which is a Town road. Delafield Road continues for about 1 mile through the Town of Concord and then enters Waukesha County and, after about another mile, becomes CTH DR. It then continues eastward to access the areas of increasing residential and commercial development in the Town of Summit.
4. The State is proposing a park-and-ride lot at the I-94 / CTH F interchange on a piece of state-owned property on the northeast corner of the interchange between CTH B and the westbound off-ramp at CTH F. The plan includes 31 regular and 2 handicap spaces with the potential for an additional 35 spaces in the future. The project is scheduled for 2012. This proposal was rejected by the Town Board in March 2004, and again in October 2008. A major objection was that the Town would have had the responsibility and cost of maintaining the park-and-ride lot. The proposal is still in place, but the State cannot go forward with the project without a maintenance agreement in place. To date, both the Town of Concord and Jefferson County have been approached by the State and both have declined to accept maintenance responsibilities. A Town of Concord citizen questionnaire conducted in November 2008 revealed that of 255 respondents, 149 (59.1%) do not support a park-and-ride lot within Town limits under any circumstances. An additional

55 respondents (21.8%) support a park-and-ride only if the Town has no responsibility for maintenance, cost of maintenance, or liability.³

3.D. Modes of Transportation

Air Transportation

There are no hard-surfaced airports in the Town of Concord. The nearest large airports are Dane County Regional Airport in Madison and General Mitchell International Airport in Milwaukee, both about one hour away. Chicago's O'Hare International Airport is approximately 2.0 to 2.5 hours away. Also, Waukesha, Watertown, and Fort Atkinson have airports from which commuter planes can take off and land.

Located in the Town of Concord are a small privately owned hot air balloon company and two turf-surfaced runways. While technically called airports, these are used mainly for recreational activities rather than transportation purposes.

Water Transportation

There is no true water transportation in the Town of Concord other than recreational boating and canoeing. Water bodies include Goose Lake, Golden Lake, Mud Lake, Spence Lake, and the Oconomowoc River.

Railroads

There are currently no railroad lines running through the Town of Concord. None are expected to expand into Concord between 2007 and 2027. The nearest rail system that could have an impact on the Town of Concord would be the CPR (Canadian Pacific) rail line that runs through the Town of Ixonia. This line is currently a freight line. Within the rail corridor, a high-speed passenger rail line with service between Milwaukee and Madison is currently under consideration. This is part of a larger Midwest Regional Rail System (MWRRS) commuter line that would connect to Chicago and Minneapolis-St. Paul.

Transit

The Town of Concord does not operate any transit system. There are two intercity bus lines that run between Madison and Milwaukee on I-94 through the Town of Concord (Badger and Greyhound), although there is not a designated stop for either bus line within the Town.

Trucking

There is a moderate amount of commercial truck traffic through the Town of Concord. This is primarily through-traffic along Interstate 94 and through the minor arterials.

Local trucking activities include agricultural uses such as grain harvesting, milk pickups, seed and fertilizer deliveries to farm fields, and the movement of local farm equipment to and from local residences.

³ See Appendix B for the complete text of the *Town of Concord Comprehensive Planning Questionnaire*.

Transportation Facilities for Disabled

Currently, there are no transportation services for the elderly or disabled that are operated by the Town of Concord. The following services from neighboring communities are available to Town residents:

- **ProHealth Care (PHC)** provides non-emergency transportation services for PHC patients to PHC-owned and -staffed facilities, which would include their affiliated hospitals and medical center locations.
- **Jefferson County Human Services** has a volunteer driver program that provides non-emergency transportation for county residents who have need of such assistance. This is a service for ambulatory persons to provide access to medical services in Southeast Wisconsin and to the services provided at Jefferson County Human Services.
- Jefferson County also has a **van service** that provides transportation for services other than medical needs. This service visits area communities on a rotating schedule. There has been no request for this service in the Town of Concord up to this time.
- **Faith in Action** in Jefferson provides a variety of volunteer services, including transportation, to the residents of Jefferson, Dane, Dodge, and Walworth counties.
- Veterans may receive transportation assistance to VA medical appointments through the **County Veterans Service Office**.
- Oconomowoc **Silver Streak** also provides transportation for ambulatory seniors (over 55 years of age) and ambulatory disabled of any age.

Bicycles/Pedestrians

Visionary points with consensus generated from meetings with Professor Grabow⁴ indicate a desire for non-vehicular trails including bicycle, pedestrian, and equine trails. No plans currently exist for implementation of any of these projects.

There is currently a designated Jefferson County bicycle route that includes an approximately 7-mile section running through the Town of Concord. Starting on the northwest corner of the Town, it runs south along CTH P to Ranch Road, east on Ranch Road to Hillside Drive, south on Hillside Drive to Bakertown Road, and then follows Bakertown Road east into the Village of Sullivan. This route is designated as a “bicycle route between communities on low-volume roads” and falls under the authority of Jefferson County through the *Jefferson County Bikeway/Pedestrian Plan*.⁵ Jefferson County is the primary implementing agency for any proposed improvements to the county-wide system. Individual local communities will be the lead jurisdiction for city/village projects.

⁴ Professor Steve Grabow, University of Wisconsin – Extension, *Town of Concord Visioning Workshop Series: FINAL PROCEEDINGS REPORT* (September 20, 2006), p. 5. “Hope to see trails planned for non-vehicular traffic (bike, pedestrian, possibly equine)”

⁵ *Jefferson County Bikeway/Pedestrian Plan* (Camiros, Ltd., Bicycles &, Inc., and R.A. Smith & Associates, May 1996).

3.E. Identification of Highways within the Local Governmental Unit by Function

The State statute regarding this element requires that it “identify highways within the local governmental unit by function.” Map 3 in Appendix A shows the road network in the Town of Concord as of December 2007. There are currently approximately 6 miles of interstate, 18 miles of county roads, and 52 miles of local roads in the Town. The main functional categories for the road networks are as follows: **principal arterials**, **minor arterials**, **collectors**, and **local roads**. Arterials accommodate through traffic, whereas local roads provide direct access to individual parcels of land, including residences, farms, and small businesses. Individual driveways are not considered local roads, even in a farming community. Collectors provide connection between arterials and local roads and serve both local and through traffic. County trunk highways (CTHs) and state highways (STHs) qualify for federal aid for capital improvement projects such as road widening, traffic lights, turn lanes, shoulder improvements, and maintenance.

Principal Arterials

- **Federal Interstate Highway 94** – runs east-west through the north-central portion of the Town of Concord. This is the main interstate that connects the Milwaukee area and the Madison area. There are currently east- and westbound exit ramps, along with east- and westbound entrance ramps to and from Interstate 94 at the intersection of CTH F. This is at approximately the midpoint of the interstate’s run through the Town. There are also an eastbound exit ramp and a westbound entrance ramp to the interstate at Willow Glen Road approximately 2 miles to the east of the CTH F ramps. There is currently neither an eastbound entrance ramp nor a westbound exit ramp for the interstate at the Willow Glen Road interchange.
- **USH 18** – runs through the very southeast corner of the Town of Concord for approximately 0.5 miles.

Minor Arterials

- **CTH F** – This is a north-south through highway, extending approximately 7 miles into the Town of Concord, running from the Town of Sullivan and STH 18 to the south, through the Concord rural hamlet and continuing into the Town of Ixonia and connecting to STH 16 to the north.
- **CTH E** – This highway runs for approximately 3 miles from the Concord rural hamlet (where it intersects with CTH F) northwest toward the City of Watertown where it connects to STH 19.
- **CTH B** – This is an east-west highway, extending approximately 6 miles through the Town of Concord, running east from the City of Johnson Creek and STH 26, through the Concord rural hamlet area, and continuing toward the City of Oconomowoc and STH 67.
- **CTH P** – This is a north-south highway, extending from CTH E north of the Town of Concord and running for approximately one mile along the west edge of the Town of Concord in the northern part of the Town. This highway then exits the Town of Concord and runs through the Town of Johnson Creek and the Town of Farmington before again entering the Town of Concord and running for about another mile through the southwest

corner of the Town. CTH P then continues on to connect with STH 18 south of the Town of Concord.

Collectors

- **North Side Drive** – runs for approximately 3.5 miles along the northern boundary of the Town of Concord and separates the Town of Concord from the Town of Ixonia at this point. North Side Drive connects CTH P with CTH E and continues on to CTH F.
- **Hillside Drive** – runs approximately 2.5 miles from North Side Drive, south to CTH B. It then continues on from CTH B another 2.5 miles south to Bakertown Drive.
- **Pioneer Drive** – extends approximately 3 miles through the Town of Concord, connecting CTH B to STH 18 to the south of the Town.
- **Bakertown Drive** – extends for approximately 4 miles through the Town of Concord, connecting to CTH P in the southwest corner of the Town, running east and then turning south to eventually intersect with STH 18 south of the Town of Concord.
- **Concord Center Drive** – extends for approximately 3 miles through the Town of Concord from CTH F at the Concord rural hamlet, eastward along I-94, intersecting Willow Glen Road and continuing to the east border of the Town, eventually connecting to Delafield Road.
- **Willow Glen Road** – extends approximately three miles in the Town of Concord, connecting CTH B and CTH F. Willow Glen Road has a westbound entrance ramp onto I-94 and is the exit point for an eastbound exit ramp from I-94.
- **Delafield Road** – The eastbound I-94 exit at Willow Glen Road turns into Delafield Road and runs for approximately a mile in the Town of Concord before exiting the Town and eventually connecting to STH 67.

Local Roads

- In the northwest quadrant of the Town:
Ranch Road, N. Island View Road, S. Island View Road, Peaceful Lane, Stonewood Drive, Highmound Road, Sunset Road, Church Drive, Woody Lane Road, W. River Road, Pleasant Ridge Drive, Home View Road, County Shop Road
- In the northeast quadrant of the Town:
Allen Road, E. River Drive, Ski Slide Road, Elm Drive, North Morgan Road, Shady Lane, Grey Fox Trail, Country View Lane, Willow Court, Town Road 57
- In the southwest quadrant of the Town:
Colonial Drive, Mill Road, Rocky Lane, Elder Road, Grunnert Lane, Ridgeview Drive, Ridge View Lane, Hickory Hill Drive, Hickory Hill Lane
- In the southeast quadrant of the Town:
Sunny Side Drive, Hillview Drive, Meadowview Drive, Lakeview Drive, Wood View Drive, Riverview Drive, Knoll Drive, Inlynd Drive, Meadow Lane Road, Town Road 16, Cedar Grove Road, Golden Lake Park Road, Golden Lake Park Circle, Indian Point Road, Park Drive, Trail Drive, Ruders Circle

3.F. Currently Scheduled State Projects within the Town of Concord

(The following data and comments were collected from Tom Koprowski, Transportation Planner, WisDOT-Southwest Region-Madison Office, on July 16, 2008.)

- A complete Pavement Replacement is scheduled in 2011 for the stretch of I-94 between Johnson Creek and the Waukesha County line.
- Willow Glen Ramps: No plans to expand or remove ramps as of now. Maintenance of the ramp surfaces is scheduled for 2012.
- WisDOT's Southeast Region in Waukesha is coordinating the construction of the Concord Park-and-Ride lot at the I-94 & CTH F Interchange. This will utilize CMAQ-Congestion Mitigation and Air Quality funding. The location is the westbound off-ramp at F, in-between CTH B and I-94. Plans are done, but there is no maintenance agreement, which is required in order to proceed. The County has been approached about maintenance but has so far not agreed to perform maintenance. Maintenance agreements can also be arranged with towns/villages; therefore, the Town has been approached as well and Concord could consider helping maintain the lot. In case a maintenance agreement is signed, construction of the lot is in the schedule for 2012 (*see 3.B, point 12, for the Town's position on this issue*).
- Some fencing construction along I-94 from Madison to Waukesha County is scheduled for the 2018 construction season.