

Chapter Eight: Transportation

TRANSPORTATION RECOMMENDATIONS SUMMARY

- Prepare an update to the City's Official Map to help reserve appropriate land for future roadways and other public lands.
- Plan for improvements to and extensions of roadways to more efficiently accommodate future City growth and development.
- Develop strategies for enhancing the City's system of multi-use paths, sidewalks, and bike lanes to provide safe and healthy transportation alternatives.

Chapter Introduction

This chapter includes a compilation of information, goals, objectives, policies, and recommended programs to guide the future development and maintenance of various modes of transportation in the City of Whitewater. The chapter also compares the City's transportation policies and programs to state and regional transportation plans.

Existing Transportation Network

Access is a key determinant of community growth and success because it facilitates the flow of goods and people. This section inventories the existing transportation facilities in and around the City.

Major Roadways

The City of Whitewater is well served by regional transportation facilities, including Interstate 39/90, located about 15 miles west of the City; Interstate 43, located about 15 miles south of the City; and

Interstate 94, located approximately 20 miles north of the City. In addition to these regional connections, the following transportation facilities directly serve the City of Whitewater:

- The U. S. Highway (USH) 12 bypass is the most prominent transportation route in the planning area and runs east-west along the entire southern edge of the City, immediately connecting Whitewater to the cities of Fort Atkinson and Elkhorn. The bypass is currently a two-lane highway, but sufficient right-of-way has been acquired for the eventual expansion to a four lane divided freeway. Along the bypass corridor are three signalized, at-grade intersections serving as major entrances to the City: West Walworth Avenue/County Highway (CTH) N; State Highway (STH) 89; and Elkhorn Road/STH 59/CTH P. These are planned to eventually be converted to interchanges. In addition to the three intersections, there are four underpasses and overpasses connecting the City with the rest of the planning area, but which have no direct access to the bypass: Indian Mound Parkway (overpass), STH 59/South Janesville Street



(underpass), South Franklin Street (underpass), and Clover Valley Road/South Wisconsin Street (overpass).

- Business USH 12 passes through the center of the City and functions as an east-west primary arterial. It follows the route of West Main Street on the City's west side, East Milwaukee Street on the City's near east side, and Elkhorn Road on the City's far southeast side. East Milwaukee Street is scheduled for reconstruction in the near future.
- STH 89 is the main entrance to the City from the south, and connects the City with USH 14. The southern portion of this highway connects the City to Interstate 43 at the Village of Darien. STH 89 also runs north, connecting to the City to Fort Atkinson, Lake Mills, and Interstate 94.
- STH 59 serves as the main entrance to Whitewater from the northeast. STH 59 extends under the Highway 12 bypass, and runs southwest to connect the City to Milton, Interstate 90/39, and Janesville. To the northeast, Highway 59 runs through Palmyra, Waukesha, and eventually Milwaukee. The intersection of Highways 59 and 89 in Whitewater is scheduled for realignment to improve traffic flow and safety.
- CTH N (North Tratt Street) enters the western side of the City from the north and the west. CTH N connects to I-94 approximately 15 miles to the north of the City and to I-90 approximately 15 miles to the west. On-street bicycle lanes are planned to be constructed on CTH N and are planned to connect with bicycle facilities on Starin Road.
- CTH U traverses the planning area in an east-west pattern at the north edge of the current Whitewater municipal limits. CTH U connects to CTH N and CTH D.
- CTH P enters the City from the southeast, connecting with USH 12 and Business USH 12.

Airports

Gutzmer's Twin Oaks is a private airport located just beyond the City's northwest edge, along Tratt Street. It is a low volume airport mainly serving recreational traffic, including ultralight planes.

There are other local airports with hard-surface runways in the area. The Fort Atkinson Municipal Airport is located at northeast of that City, and has an average of 30 operations per day. The Southern Wisconsin Regional Airport in Janesville provides larger freight and private plane service in the area.

ROAD FUNCTIONAL CLASSIFICATION SYSTEM

Wisconsin's functional classification system groups roads and highways according to the character of service they offer, ranging from rapid through access to local land access. The purpose of functional classification is to enhance overall travel efficiency and accommodate traffic patterns and land uses by designing streets to the standards suggested by their functional class. The four main functional classes include:

- **Principal Arterials:** Serve longer inter-urban type trips and traffic traveling through urban areas, including interstate highways and other freeways. (Whitewater Example—USH 12 bypass).
- **Minor Arterials:** Provide intra-community continuity and service trips of moderate length, with more emphasis on land access than principal arterials. (Whitewater Example—Main and Milwaukee Streets).
- **Collectors:** Provide both land access and traffic circulation within residential neighborhoods, commercial areas, and industrial areas. These roadways collect traffic from local streets in residential neighborhoods and channel it onto the arterial system. (Whitewater Example—Prince and Elizabeth Streets).
- **Local Streets:** Provide direct access to abutting land and access to collectors. Local roads offer the lowest level of mobility. Through traffic movement on this system is usually discouraged. (Whitewater Example—S. Dann and S. Green Streets).

Source: WisDOT, Facilities Development Manual, Procedure 4-1-15

General Mitchell International Airport in Milwaukee is located about 50 miles northeast of Whitewater. Mitchell's 13 airlines offer roughly 252 daily departures and arrivals. Approximately 90 cities are served directly from Mitchell International. Other passenger travel is available through the Chicago Rockford International Airport, through O'Hare and Midway in Chicago, and via the Dane County Regional Airport in Madison.

Rail

The Wisconsin & Southern Railroad Company operates the freight line that passes through the City of Whitewater. There are currently relatively few users of freight rail service in Whitewater. Passenger rail service is available in Milwaukee and Columbus, and the Hiawatha Amtrak passenger trains connect Chicago and Minneapolis through Watertown.

Bicycling and Walking

Most of the City of Whitewater is served by a sidewalk system. Sidewalks are required along all roads in new subdivisions, and have been retrofitted in areas (particularly along arterial and collector roads) through an annual program.

While lesser-traveled roads have always served as reasonable routes for bicycling, within the past decade, the City has begun to develop more concerted efforts towards accommodating bicycle use for recreation and transportation. This features development of a central "spine" path that extends from the north to south ends of the City, generally following the Whitewater Creek corridor and the lakes (with a remaining gap downtown). Various paths and on-street routes are being completed to implement the City's bikeway plan, which was initiated in the year 2000. Bicycle and hiking trails are also available within the Kettle Moraine State Forest.

Rural roadways in the area that have generally been identified as the best routes in and out of Whitewater include Clover Valley Road, Bluff Road, and Fremont Road. Highways that have been mapped by WisDOT as providing the best conditions for bicycling include STH 59 from Whitewater to the Village of Palmyra, CTH D from Whitewater to Hebron, and CTH N and KK in Rock County.

Public Transportation and Para-Transit

The Walworth County Department of Aging provides special transportation service to the elderly and persons with disabilities. Jefferson County provides specialized transportation services which are designed for use by elderly or disabled persons. To be eligible for specialized transit services, an individual must be at least 55 years of age or be disabled. Transportation services are provided to all areas within Jefferson County in wheelchair-accessible vans.

One shared-ride taxi company provides service in the City, Brown Cab Service.

Supplemental Transportation Rural Assistance Program (STRAP) grants provide federal funds for new start, expansion, and planning of non-urbanized transit service projects. In 2009, WisDOT awarded a STRAP grant to fund a feasibility study for establishing commuter bus service between Janesville, Milton, and Whitewater, including the UW-Whitewater campus and the rural areas between these communities. The feasibility study will also review the potential to upgrade the shared-ride taxi services in the City of Whitewater.

Water and Truck Transportation

There is no waterborne freight movement in the City. Freight shipments in Whitewater occur by truck and rail. Semi-truck shipments are most prevalent along designated truck routes: STHs 59 and 89, and USH 12.

Review of State and Regional Transportation Plans

Following is a review of state and regional transportation plans and studies that are relevant to the City, including those prepared by the Wisconsin Department of Transportation (WisDOT). These state and

regional plans are consistent with the goals and recommendations of this *Comprehensive Plan*. For more information on many of the plans referenced below, visit the WisDOT website at www.dot.wisconsin.gov.

Wisconsin Department of Transportation Connections 2030

Currently under development, this multimodal transportation plan will help the state meet transportation needs of the 21st century. This plan focuses on strategies to maintain and enhance the state's transportation system to support future mobility and economic growth. Key elements of this plan include: ensuring safety and security; preserving the existing and future system; optimizing investment in the system for continued safety, enhanced mobility, and efficiency; responding to local, regional, national, and international economic trends to maintain state economic competitiveness; considering environmental issues to maintain Wisconsin's quality of life; and providing users with transportation choices. The policies in this plan will aid transportation decision-makers when evaluating transportation programs and projects.

Connections 2030 includes a series of multimodal corridors for each part of the state to assist the state in prioritizing investments and assist WisDOT transportation districts in identifying future segments for more detailed corridor plans. Most relevant to the City of Whitewater are the recommendations associated with the "Geneva Lakes System Priority Corridor." Long term plans for the entire segment of Highway 12 between the Wisconsin Dells and the Illinois state line include conversion to a freeway sometime between the years 2020 and 2030, if supported by environmental studies.

Translinks 21: A Multimodal Transportation Plan for Wisconsin's 21st Century

The Translinks 21 Plan includes an overall vision and goals for transportation systems in the State for the next 25 years. More specifically, the goal is to provide a statewide highway network designed to shape a comprehensive, integrated, multimodal transportation blueprint that sets the framework for future policies, programs, and investments and provides essential links to key centers throughout the state.

This 1995 plan recommends complete construction of the Corridors 2020 "backbone" network, the creation of a new state grant program to help local governments prepare transportation corridor management plans, the provision of state funding to assist small communities in providing transportation services to elderly and disabled persons, and the development of a detailed assessment of local road investment needs. This plan does not include any Whitewater-specific recommendations.

Wisconsin State Highway Plan

The Wisconsin State Highway Plan focuses on the 11,800 miles of STH routes in Wisconsin. The plan does not identify specific projects, but broad strategies and policies to improve the state highway system over the next 20 years. The plan includes three main areas of emphasis: pavement and bridge preservation, traffic movement, and safety. Given its focus, the plan does not identify improvement needs on roads under local jurisdiction.

Wisconsin Bicycle Transportation Plan 2020

Wisconsin Bicycle Transportation Plan 2020 presents a blueprint for improving conditions for bicycling, clarifies the WisDOT's role in bicycle transportation, and establishes policies for further integrating bicycling into the current transportation system. While this plan does not include any Whitewater-specific recommendations, the plan map illustrates existing state trails and future "priority corridors and key linkages" for bicycling along the State Highway system in Wisconsin.

Wisconsin Pedestrian Plan Policy 2020

In 2001, the State adopted a pedestrian policy plan, which highlights the importance of walking and the need for pedestrian facilities. Additionally, the plan outlines measures to increase walking and to promote pedestrian comfort and safety. This plan provides a policy framework for addressing pedestrian issues and clarifies WisDOT's role in meeting pedestrian needs.

A Regional Transportation System Plan for Southeastern Wisconsin, 2035

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) recently updated its Regional Transportation System Plan. That plan provides a comprehensive list of multimodal transportation actions designed to address existing and anticipated future transportation problems and needs in the region.

Transportation recommendations related to Whitewater include the expansion of Highway 12, with freeway interchanges at Indian Mound Parkway, Highway 59, and Elkhorn Road. That plan also indicates an extension of Indian Mound Parkway to the north (which the City no longer has planned) and improvements to Highway 59.

Jefferson County Bikeway/Pedestrianway Plan

In 1996, Jefferson County adopted the Jefferson County Bikeway/Pedestrianway Plan, which focuses on improving pedestrian and bicycle facilities in the County. It identifies desirable routes through Jefferson County and includes a detailed plan for several cities and villages, including Whitewater. Recommended emphases include:

- New on-street bicycle lanes along Indian Mound Parkway as part of new roadway from Main Street to Tratt Street. Given wetlands in the area, the City no longer plans to build this northerly extension of Indian Mound Parkway.
- Construction of new on-street bicycle lanes along Starin Road as part of new roadway from Fremont to Newcomb Streets.
- A multi-use asphalt trail along around Cravath Lake, and north along Whitewater Creek. Much of this had subsequently been built.
- Connection of Whitewater to the Ice Age Trail (to the south) via Clover Valley Road.
- Connection of Fort Atkinson to Whitewater via Fremont Road out of Whitewater, and other roads as one approaches Fort Atkinson.
- Connection of Whitewater to Palmyra via Bluff Road to Tamarack Road.

At the time of writing, Jefferson County was undertaking an update to this plan, in which the City will participate.

USH 12 Corridor Study (Fort Atkinson Bypass)

The segment of USH 12 that travels through Fort Atkinson is intended to serve both regional and local traffic. Growing conflicts between these two distinct user groups founded a need to study this corridor. In 2005, WisDOT completed a Draft Environmental Impact Statement (EIS) outlining and analyzing six alternatives. At the time of writing, these alternatives had been narrowed to two—both being southern bypasses of Highway 12 in the Fort Atkinson area. One of these options reconnects the bypass to existing Highway 12 via an interchange that would be just beyond the City of Whitewater's current one and a half-mile extraterritorial jurisdiction boundary. A Final EIS is expected to be completed in 2009, which will be followed by corridor mapping and, ultimately, construction. There is currently no timetable for construction.

WisDOT Six-Year Highway Improvement Programs

WisDOT maintains a six-year improvement program for state and federal highways. This highway improvement program covers the 11,753-mile U.S., State, and Interstate highway system, which is administered and maintained by WisDOT.

As a City that falls within two counties, Whitewater is covered by two WisDOT regions. The Southwest Region's Six-year Improvement Program includes a project to resurface a 7.5-mile stretch of STH 59 from Whitewater to Palmyra Road, which occurred in 2009.

The WisDOT Southeast Region's Six-year Improvement Program includes resurfacing of 4.12 miles of USH 12 from the City of Whitewater to the intersection of STH 20/67, which also occurred in 2009. The Southeast Region's program also includes the resurfacing of approximately two miles of USH 59 from the western Walworth County line to the City of Whitewater.

A Transportation Improvement Program for Southeastern Wisconsin: 2007-2010

This transportation improvement program (TIP) is the twenty-third such program prepared by SEWRPC for the Southeastern Wisconsin Region. The TIP is a federally required listing of all arterial highway and public transit improvement projects proposed to be carried out by State and local governments over the next three years (2007-2010) in the seven-county southeastern Wisconsin region. It includes general transportation system improvements and maintenance, as well as specific projects in the City of Whitewater, including the resurfacing of Highway 12 from the City of Whitewater to Highway 20/67 interchange, the reconstruction of Highway 59 from the eastern Rock County line to Highway 89, the reconstruction of the intersection of Highway 59 eastbound with southbound old Highway 89, the resurfacing of Highway 89 from Highway 14 to the City of Whitewater south city limits, and capital and operating assistance for the City's taxi-based transit system.

County Five-Year Highway Improvement Programs

Both Walworth County and Jefferson County have five-year highway improvement programs to help plan for future construction projects on County roadways. At the time this *Plan* was written, neither of the counties' improvement programs included projects for the county highways immediately surrounding Whitewater.

Transportation Goals, Objectives, and Policies

Goal

Provide and support a comprehensive transportation system that safely accommodates motorists, bikers, pedestrians, and rail commuters, and that supports our City's growing economy.

Objectives

1. Provide safe, convenient transportation connections for motorists, non-motorists, children, and adults throughout the City and its planning area.
2. Maintain and require interconnected road, pedestrian, and bike networks.
3. Provide alternative road routes between UW-Whitewater and regional highways.
4. Discourage high traffic volumes and speeds in existing and proposed neighborhoods.
5. Ensure that transportation system improvements are coordinated with land development.
6. Encourage new development designs that support a range of transportation options, including biking and walking.
7. Actively participate in multi-jurisdictional transportation system planning and improvements, particularly with WisDOT.
8. Provide for adequate road capacities and safe road conditions in cooperation with the counties and the state.

Policies

1. Continue to utilize the City's Capital Improvement Program to provide for upgrading of local roads. This will help avoid fluctuations in budgets on a year-to-year basis and promote responsible borrowing of funds, where necessary.
2. Plan for multiple road connections to all new subdivisions and other large developments in a manner that is consistent with the City's subdivision ordinance. Require new subdivisions to provide more than one vehicular access point when they would otherwise exceed maximum cul-de-sac street lengths in the City's subdivision ordinance.
3. For planned local streets, emphasize the goal of safe and efficient access and connectivity over the goal of moving traffic quickly.
4. Discourage the construction of cul-de-sacs except in very limited circumstances, such as when extreme topography or existing development patterns necessitate their use. In these instances, other alternatives to cul-de-sacs should be explored, and non-vehicular connections should still be attempted.
5. Work to control access to roads under the City's jurisdiction, reducing excessive driveway access openings as part of development approval or street reconstruction projects wherever possible. Direct access to arterial streets will generally be limited to major facilities such as large shopping centers or other significant traffic generators.
6. When arterial and collector streets are built or reconstructed, consider traffic control features to control speeds and increase motorist, pedestrian, and bicyclist safety, including pedestrian refuge medians, bulb-outs at intersections, and bike lanes.
7. Require all new residential, commercial, institutional, and mixed-use developments to be served with sidewalks or pedestrian/bicycle paths, and carefully consider accessibility for pedestrians, bicyclists, and the disabled when reviewing residential subdivision plats.
8. Plan for safe bicyclist- and pedestrian-controlled crossings at major intersections and across arterial and collector roadways at planned locations, such as across Main Street and East Milwaukee Street.
9. Install lighting, when appropriate, along off-street multi-use paths to increase the safety of the paths and make them more welcoming to all people at various times of the day.
10. Take advantage of road upgrades and improvements to establish bike paths or lanes on roadways throughout the City to connect neighborhoods with schools, parks, jobs, and shopping. Whenever possible with roadway construction and reconstruction project, also include aesthetic improvements such as canopy shade terrace trees, pedestrian-scale lighting, landscaped boulevards, traffic circles, banners, and benches.
11. Provide bike and pedestrian routes through environmental corridors and along neighborhood streets in accordance with the City's Park and Open Space Plan and Map 6, and work with the County and State to interconnect local trails and bike routes with recreation areas like the Kettle Moraine and to communities like Fort Atkinson, in order to encourage transportation options, active lifestyles, and a clean environment.
12. Professionally update the City's Official Map to reserve lands for future transportation facilities within the City's planning area, including rights-of-way for future arterial and collector streets and pedestrian and bicycle paths. Before approving any certified survey map, preliminary plat, final plat, site plan, or planned community development, ensure that the proposed development is consistent with the updated Official Map.
13. Potentially pursue bus service between Whitewater and Janesville, and work with Jefferson, Walworth, and Rock counties and private providers to continue and expand transportation options to those who require them, such as the elderly, disabled, and children.

14. Coordinate with WisDOT and other units of government as necessary to ensure adequate transportation facilities for trucking, transit, and rail, as well as air and water travel and transit.
15. Remain involved in discussions regarding future Highway 12 expansion and interchange development. Support recommendations described in the State's Connections 2030 Long-Range Multi-Modal Transportation Plan to upgrade the highway from the Dells to the Illinois state line to a freeway in the future.
16. Support improvements to Highway 59, including short-term realignment with Highway 89 and the potential longer-term rerouting of Highway 59 to the Howard Road corridor area. Work cooperatively with surrounding towns and Jefferson, Walworth, and Rock counties on future road alignments and maintenance.
17. Preserve the City's existing rail line for freight as well as potential future passenger rail, if opportunities arise.

Transportation Programs and Recommendations

Complete a Professional Update to the City's Official Map

The City of Whitewater's Official Map has not been updated in more than 15 years, and has become mostly irrelevant as a result. In order to ensure the reservation of lands for future roadways, trails, parks, and other public facilities, the City intends to prepare a complete update of its Official Map. Because of the important legal function of the Official Map, it is critical that it be updated with the highest level of professional care. The City will also establish a schedule for future updates to the Map to ensure that the Map stays current.

Plan for Improvements to and Extensions of City Roadways

In the future, the City will continue to make upgrades to and extensions of City roadways, as needed, and will continue to budget for these projects by annually updating its Capital Improvement Program. The City will also continue to work with the surrounding counties and the State to make repairs and upgrades to County and State highways. The City intends to abide by the following principles when planning for road upgrades and extensions:

- Public roads should respond to the surrounding land uses. Public rights-of-ways should be designed to standards that help reinforce travel speeds, serve the intended users of the street, and provide opportunities for pedestrian and bike travel.

WHAT IS AN OFFICIAL MAP

An Official Map is a plan implementation tool authorized under Wisconsin Statutes (Section 62.23(7)) for adoption by cities and villages. An Official Map is not the same as a chamber of commerce-type road map. It is a municipal ordinance that may be used to show alignments of future roads, expanded rights-of-way for existing roads, and other planned public facilities like trails and parks. When land development is proposed in an area within which a public facility is shown on the Official Map, the city or village may obtain or reserve land for that future facility through public dedication, public purchase, or reservation for future purchase. Cities and villages generally use Official Maps to show future highways and bypasses, other future arterial and collector streets, and suggested wider rights-of-way for some existing major streets.

Official Maps generally show desired right-of-way widths for all future new and expanded roads, but do not show road improvement standards like pavement width or sidewalks. Official Maps rarely show planned minor streets, as their locations are usually difficult to determine in advance of development.

Wisconsin Statutes attach some unique authority to Official Maps. For example, a city or village may require that no building permits be issued within land shown for a future public facility on its Official Map. In addition, a community may require that no subdivision or land division may be recorded unless its arrangement conforms to the Official Map. These and related provisions may apply within both the municipal limits and within the City's extraterritorial jurisdiction.

- Public road connections should be made through and between parcels so local traffic does not have to use major streets to travel between adjacent developments, business parks, and subdivisions.
- Public roads should bisect deep properties, and cul-de-sacs should generally be avoided, in order to ensure access to all properties and integrate individual developments into the larger community.
- Where different future land use designations are shown on either side of a planned road (see Maps 5 and 6 combined), any approved realignment of that road should consider the reconfiguration of planned land use areas to maintain the same relationship across the road.

Recommendations for specific roadway upgrades, improvements, and extensions include the following:

- Realignment of the Welcome Travelers Park Intersection (at Highways U and 59) to more efficiently move traffic through this busy intersection and to help Highway U serve as a de facto “north bypass.” Currently, a bulk of east-west traffic generated from the UW-Whitewater campus and the Whitewater Business Park uses Highways U and 59. The current arrangement has two “T” intersections to navigate this east-west connection. The proposed realignment minimizes the intersections to one “T” intersection, allowing for a safer and timelier travel through the corridor.

- The Whitewater Business Park North/South Connector is a planned roadway on the east side of the Business Park. This road will be designed with limited access, driveway cuts, and landscaping that enhances this important future road for the Business Park. The connection is important because it eases wayfinding and mobility of Business Park employees, visitors, and delivery truck



traffic; adds access points and eliminates four dead end streets, significantly improving safety, wayfinding, and mobility for emergency vehicles, fire trucks, semi trailers, and 18-wheelers; takes pressure off the north-south stretch of Highway 59; helps transition existing and proposed residences to the east; and provides more form, organization, and aesthetic appeal to the Business Park.

- Innovation Drive (recently renamed from Corporate Drive) will extend east to Howard Road. This east/west connector will also terminate the planned Business Park North/South Connector. This connection will improve wayfinding, mobility, and safety of the Business Park and the University Technology Park, which will be located on the southeast side of Corporate/Innovation Drive.
- Starin Road has been included in City plans to connect from Fremont Street to Highway 59 for at least ten years. This *Plan* illustrates a logical location for this needed east/west connection. This connection will serve the UW-Whitewater campus, Business Park, University Technology Park, and residents of the growing community. Starin Road currently runs through the heart of campus and is heavily used by students and pedestrians. The extension of Starin Road to Highway 59 will be designed to a standard that will handle two travel lanes, on-street bike lanes, and sidewalks. Special attention will be taken to create a pedestrian friendly environment along Starin Road. Crosswalks will be prevalent, and intersections will be designed to maintain safe speeds. Additional traffic calming measures should be designed to maintain safe

travel speeds for both automobiles and pedestrians. Starin Road will align with Executive Drive on Highway 59, at which point the cross section will transition back to that of the Business Park. The City recently received funding for this extension of Starin Road from the federal Economic Development Administration. The City has determined that this roadway extension is needed for the following reasons:

- The extension is consistent with various City plans dating back more than ten years.
- The extension is consistent with UW-W's intent to make Starin Road the main campus entryway. The planned extension enhances this desired image by improving the entryway experience from the east, enhancing the accessibility of the campus to the larger region.
- The Starin Road connection is not envisioned as a "freeway" or even a wide road designed like Indian Mound Parkway. Rather, the long-standing plan has been to construct the road with a design speed of 25 miles per hour, and other features (such as real curves) to make it more pedestrian friendly.
- The Starin Road extension will provide an actual and symbolic connection between UW-W and the Whitewater Business Park and Whitewater University Technology Park. This may facilitate the flow of employees, interns, and ideas.
- The extension is consistent with professional transportation planning principles. There are one and a half miles between Highway U and North Street/West Main Street—the only two east-west through roads on the City's north side. The Wisconsin Department of Transportation's Facilities Development Manual recommends the construction of through roads at half-mile intervals, so the current situation falls well below the standard. Environmental corridors and existing development do not allow for alternatives to address this deficiency.
- The extension would facilitate the delivery of services, including emergency, protective, school bussing, garbage collection, and other services.
- The extension can be integrated with the planned future development pattern for the City's northeast side. The extended Starin Road will serve—and should predominately be funded by—adjacent new development when that land is ripe for development. That new growth will be redevelopment and "infill" development surrounded by existing developed areas or environmental corridors on all sides. Infill development and redevelopment are the essence of "smart growth" planning, and key components of the City's planning program.
- The extension would increase the life and functionality of existing east-west routes. At full build-out, a significant amount of new residential and industrial/business park development is planned for the City's north side. It is unreasonable and unwise to expect new development of this scope without additional through roads to serve it.
- The extension would help protect the environment and existing neighborhoods. Not building the Starin Road extension will result in longer-than-necessary car trips. Residents and employees will still want to travel across town, but without the Starin Road connection, they will have to travel more miles to do so. This will result in unnecessary air pollution, traffic congestion, and personal time and expense. Also, traffic will unnecessarily spill over onto residential streets like Jefferson, Prairie, and Prince in order to get to existing cross-town roads. The Starin Road connection will allow uses like UW-W deliveries to get to highways without traveling such local streets.
- The extension would provide a key east-west connection for bikes and pedestrians. The Comprehensive Bikeway Plan, within the City's 2008 Park and Open Space Plan, identifies this Starin Road connection as a key future east-west bike route. Starin Road is planned to have both sidewalks and bike lanes. The great distance to North Street would dramatically decrease biking and walking trips in this area, particularly as the area develops in the future.

- University Avenue, a new collector road on the west side of the City, north of West Main Street, which would provide an alternative connection to the University. As the only east-west road north of West Main Street, this road would also interconnect future neighborhood and provide a link to the proposed community park in the northwest portion of the City. Future construction of the proposed “University Avenue” is not without its challenges. The permitting requirements and expenses associated with crossing environmentally constrained lands represent one set of challenges. A second challenge is addressing recommended road realignments near the proposed intersection of this road with West Main Street. The map suggests that the segment of Cold Spring Road south of its proposed “University Avenue” crossing should be realigned to remove the present angled connection to West Main. Affected local governments, WisDOT, and private property owners should work together to resolve this challenge. The proposed “University Avenue” should be constructed to the City’s standards for collector streets, with controlled access and incorporation of design features to control speeds and increase pedestrian and bicyclist safety (e.g., refuge medians, bulb outs, bike lanes).
- A UW-Whitewater North Neighborhood Connection will be investigated by the time the Future Neighborhood to the north of the campus is developed. As UW-Whitewater and the City both grow, an additional access/entry point on the north of campus may be desirable. This connection could serve local residents, staff, students, and visitors of UW-Whitewater athletic events. The City will continue to communicate with the University as it prepares its updated Campus Master Plan to ensure coordination on potential future connections.
- An Indian Mound Parkway Extension, potentially as far south as Highway 59. This extension would serve as an important north-south City connection on the City’s west side. The City’s South Neighborhood Development Plan provides additional details and options for this extension.
- An extension of a road from the CTH N/Warner Road intersection southeast to Highway 59, on the west side of the City, to provide a connection through this planned development area.
- An intersection realignment for State Highways 59 and 89. This planned intersection realignment will create a perpendicular configuration and improve the development potential on surrounding lands.
- An intersection improvement at the “five points” intersection area (Walworth, Janesville, and Summit streets), in conjunction with future redevelopment/reuse projects near this intersection.
- A South Street connection, north of the bypass, as adjacent land develops. South Street will then connect Elizabeth Street (near the High School) to South Janesville Street (Highway 89).
- Elkhorn Road improvements, when this planned commercial City gateway corridor undergoes development. The existing and planned intersections at Jake’s Way, South Moraine View Parkway, and Cox Road may warrant additional roundabouts, similar to the Bluff Road intersection. For the purposes of efficient traffic circulation and safety, the streets extending from these intersections provide access to commercial sites and nearby neighborhoods. Limited or no new private driveway access will be permitted along Elkhorn Road from the bypass north to Bluff Road. Additional consideration for the desired character along this gateway Elkhorn Road corridor should be given, with respect to features like landscaping, lighting, signage, wayfinding, sidewalks, pedestrian connections, building placement, and setbacks.
- A potential rerouting of Highway 59 to the Howard Road corridor, which is intended to serve multiple purposes. These include providing a more direct route to the Whitewater Business Park and future expansion areas and providing a more efficient route through Whitewater for through traffic. This idea is a modification of past City plans, which also suggested the rerouting of Highway 59, but along a somewhat different route. Obviously, substantial coordination with WisDOT and others will be necessary to accomplish this proposed rerouting.

- The expansion of Highway 12 to four lanes, which is being studied by WisDOT. This, combined with a bypass around Fort Atkinson, would have significant implications for Whitewater's economy. The City intends to stay involved in and support the State's efforts to study this corridor, and will work with state legislators as necessary to help advance these projects.

Advance the Development of Multi-Use Paths, Bike Lanes, and Sidewalks



The City recognizes the importance of multi-use paths, bike lanes, and sidewalks to the overall transportation system and intends to enhance opportunities to bike and walk throughout the City by installing, over time, a network of new paths, sidewalks, and on-street bike lanes in accordance with its adopted plans. The City will also employ and encourage community design approaches that are supportive of biking and walking.

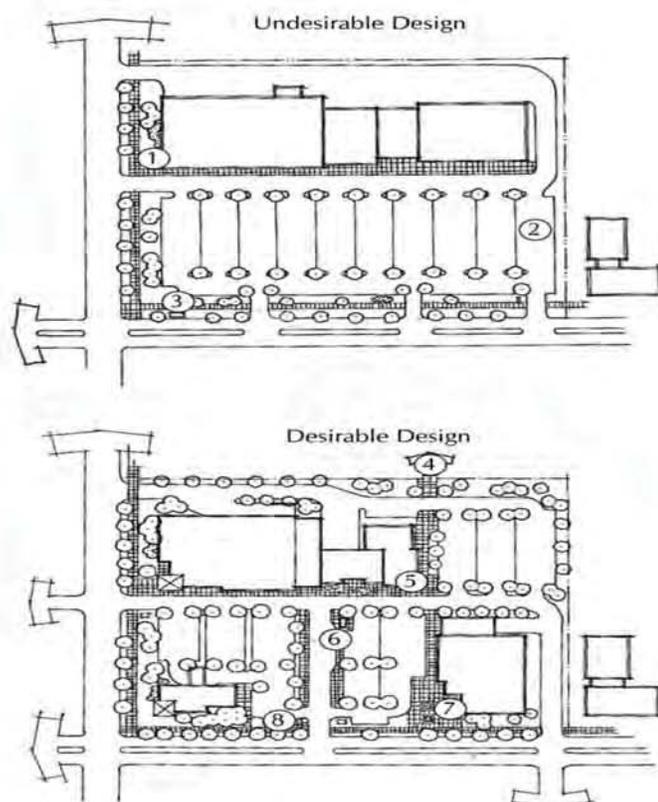
Promoting biking and walking will also improve the accessibility of parks, community facilities, and services for the elderly and disabled, and will offer alternative ways for secondary and University students to travel to and from campuses, helping to mitigate traffic and on-street parking issues. A pro-biking, pro-walking approach also makes for a more sustainable community.

Undesirable Design Features:

1. All buildings are located far from the street.
2. Large, unbroken expanse of parking.
3. Bus stop located on the edge of the site.

Desirable Design Features:

4. Pedestrian link to adjacent neighborhood.
5. Integrated pedestrian circulation and bike parking.
6. Bus stop integrated into the site.
7. Pedestrian plaza, building located close to the street.
8. Parking divided into smaller pods.



The City will consider multiple approaches for advancing bicycling and walking, including the following:

- Extending the street grid to new development areas and providing interconnected roads, such as the proposed roads shown on Map 6.
- Using street design standards that emphasize safety, enhance connectivity, and restore the role of streets as “places” within communities.
- Continuing to require sidewalks and street trees on both sides of all new streets, to be installed at the time the land is developed.

- Promoting high quality neighborhood design and mixed use design principles outlined in the Land Use and Housing and Neighborhoods chapters.
- Continuing the City’s annual program to install sidewalks along key streets where they do not currently exist, using the City’s 1997 sidewalk plan map and more recent analyses as guides to inform annual decision making.
- Continuing to implement the various bike and trail system plan recommendations of the City’s Park and Open Space Plan, as well as this *Comprehensive Plan* as funds become available and as opportunities arise (e.g., install bike lanes at the time of street upgrades). Apply for WisDNR and WisDOT grant monies, which remain plentiful to those communities that have a clear plan, to help fund projects.
- In collaboration with the School District and other interested local organizations, initiating a local Safe Routes to School program, drawing upon the many resources available at the National Center for Safe Routes to School to enhance opportunities for children to walk and bike safely to school. The City will consider the goals of this program when preparing the next five-year update to the City’s Park and Open Space Plan, specifically the bike and pedestrian facilities component of that plan.
- Requiring installation of bike racks and pedestrian amenities (e.g., benches, covered entryways) for commercial and industrial projects throughout the City. When reviewing development proposals, consider how the design of the development relates to its accessibility for bicyclists and pedestrians (see graphic above).
- Continuing to plan for safety improvements for pedestrians and bicyclists along key corridors such as West Main Street, the downtown, East Milwaukee Street, and at major intersections. This may involve the installation of public improvements such as medians, divided bike lanes, alternative pavement types at crossings (e.g., brick), and additional or modified traffic signals (e.g., pedestrian countdown signals, automated pedestrian sensors). Installing appropriate lighting along off-street multi-use paths will also help increase the safety of the paths.
- In cooperation with the Police Department, enhancing pedestrian and bicyclist safety, though additional efforts to encourage safe driving, and developing public education programs to teach bicycle safety. Such a program could be developed through a joint effort between the University and the City.
- Installing pedestrian-directed wayfinding signage, maps, and interpretive signage, particularly at trailheads and in the downtown.
- When planning for future trails and bike facilities, continuing to coordinate with Walworth County, Jefferson County, Rock County, and SEWRPC to provide a continuous and efficient trail and bike facilities system. Work to identify ways to interconnect these facilities and extend the functionality of these systems as both recreational amenities and transportation networks.

WHAT IS SAFE ROUTES TO SCHOOL?

Safe Routes to School programs are locally-based initiatives to better enable children to safely walk and bike to school. The National Center for Safe Routes to School is an organization designed to assist communities in developing their own successful Safe Routes programs and strategies. The National Center offers a centralized source of information on how to start and sustain a Safe Routes to School program, case studies of successful programs in other communities, as well as many other resources for training and technical assistance.

Source: National Center for Safe Routes to School

Support Other Transportation Options

The City will continue to work with the counties, other area communities, and other transportation providers to support alternative transportation options, including commuter routes and facilities, para-transit for the

growing elderly and disabled populations, transportation services for lower income workers, and regional bus transit service to other cities. Some opportunities and programs available at the time this *Plan* was written include:

- Commuter Bus Service between Whitewater and Janesville, if determined feasible through the pending STRAP grant feasibility study.
- Specialized Transportation Assistance Program for Counties program, which provides funding for transportation services, purchasing services from any public or private organization, subsidizing elderly and disabled passengers for their use of services or use of their own personal vehicles, performing or funding management studies on transportation, training and the purchase of equipment. This program requires a 20 percent local match in funding.
- Elderly and Disabled Transportation Capital Assistance program. Eligible applicants include private and non-profit organizations, local public bodies that do not have private or public transportation providers available, and local public bodies that are approved providers of transportation services for the elderly and disabled. The program covers 80 percent of the cost of eligible equipment.
- Wisconsin Employment Transportation Assistance Program (WETAP). This program supports transportation services to link low-income workers with jobs, training centers and childcare facilities. Applicants must prepare a Regional Job Access Plan that identifies the needs for assistance. Eligible applicants include local governments and non-profit agencies.

Map 6: Transportation and Community Facilities

Transportation & Community Facilities

Map 6

City of Whitewater Comprehensive Plan

- Whitewater Parks & Recreation Areas**
- Walton Oaks Park
 - Skyway Park
 - Meadowsweet Park
 - Ward Park
 - Indian Mound Park
 - Optimist Turtle Mound Park
 - Starin Park
 - Whitewater Creek Nature Area
 - Welcome Travelers County Park
 - Brewery Hill/Armory Park
 - Birge Fountain Park
 - Big Brick Park
 - Mill Race Park
 - Main Street Shoppes Courtyard
 - Cavath Lakefront Park
 - Tripp Lake Park
 - Clay Street Park
 - Moraine View Park
 - Bark Park
 - Whitewater County Club
 - Kettle Moraine State Forest - Southern Unit

- City of Whitewater (2009)
- County Boundaries
- City of Whitewater Sewer Service Area Boundary (2009)
- Surface Water

- Existing Transportation Facilities**
- U.S./State Highway
 - County Highway
 - Local Road
 - Railroad
 - Existing Multi-Use Path/Bike Lane
 - Unmarked On-Street Route
 - Airfield

- Future Transportation Facilities**
- Proposed Road (Conceptual Locations)
 - Proposed Road Closure
 - Proposed Off-Street Multi-Use Path (Conceptual Locations)
 - Proposed On-Street Bike Lane
 - Proposed Hwy 59 Route

- Existing Community Facilities**
- Park & Recreation Facilities
 - Community Facilities
 - University of Wisconsin - Whitewater
 - City Municipal Building
 - Streets, Parks, & Forestry
 - Wastewater Treatment Facility
 - Water Utility
 - Water Tower
 - Library
 - School
 - Museum
 - Hospital/Clinic
 - Post Office
 - Place of Worship
 - Cemetery
- Whitwater Municipal Building includes: Police, Fire, & Ambulance Services, Public Works Dept., City Administration

- Future Community Facilities**
- Future Water Tower Study Area
 - Proposed Community Park
 - Proposed Neighborhood Park
 - Potential Future School Site

Source: SEWRPC, Rock County LIO, Jefferson County LIO, Walworth County LIO, City of Whitewater, V&A

0 0.25 0.5 1 Miles

Adopted: February 2, 2010

