

# EPHRAIM: WISCONSIN 42/WATER STREET ALTERNATIVES ANALYSIS

January 16, 2015

**URS**

**livingLAB:**  
a collaborative design studio



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# 1. INTRODUCTION

Building on the momentum of the recent mobileLAB visioning process, the Village of Ephraim intends to improve the Water Street Corridor throughout the village limits. Village residents, visitors and business owners have been vocal in their agreement that Water Street should be a safe and beautiful place that accommodates not only cars but also pedestrians and bicyclists.

The Wisconsin DOT intends to repave WIS #42 (Water Street) in the Spring of 2017. In order to ensure that the planned improvements support the community's desires for a context sensitive complete street, the Village hired the livingLAB/URS team to facilitate a week long planning and public engagement process. This process led to the development of a preferred roadway design alternative that is supported by the community of Ephraim and satisfies WisDOT standards.

This document details the public process, the existing conditions of the corridor, the impacts of storm water and the relevant state and federal processes that affected the desired alternative. Additionally, the estimated cost and potential fundings sources are provided so that an appropriate strategy for implementation can be developed.



# 2. PUBLIC PARTICIPATION



In mid-December of 2014, the livingLAB/URS team led a 3 day intensive workshop to facilitate the development of a preferred alternative for the design of Water Street. A series of public events were held that included a Site Walk with WisDOT Staff, a Stakeholder Meeting, Drop-In sessions with the design team and a Public Open House.

Despite the bitter cold and limited off-season population, over 60 individual contact points were recorded. (see Appendix for sign-in sheets) There was overwhelming support of the Village's position that a more pedestrian and bicycle friendly Water Street was needed for the continued success of the community.

Additional comments included the need for safer crossings, improvements to the storm water system and a desire for no net loss of parking.

# 3. EXISTING CONDITIONS

The existing roadway is a rural typical section throughout the 3.71 miles within the municipal boundaries of the Village of Ephraim. The roadway is a State Highway (42) and as such is under the jurisdiction of the State of Wisconsin Department of Transportation. Right-of-way (ROW) widths vary throughout the corridor from 39.5' to 120'. Parking is allowed on some segments. In the downtown area, marked parking stalls are located on the west side of the roadway. There is currently no provision for pedestrian or bicycle travel along the corridor and marked pedestrian crossings are limited.





## TRANS 75

Wisconsin's Complete Streets legislation, Wis Stats 84.01(35), requires the Department of Transportation to ensure that bicycle and pedestrian facilities are included in all highway reconstruction projects funded in part or whole with federal or state money. Rule TRANS 75 and section 11-46 of the state's Facilities Development Manual provides guidance for the implementation of the law.

Generally, the policy calls for the provision of sidewalks and bicycles lanes within the right of way on urban roadways and, at minimum, wide shoulders or outside lanes on rural roads. These facilities must be included on both sides of the road. The law applies to all new construction and reconstruction projects. **For resurfacing projects, WisDOT is directed to include accommodations for non-motorized travel where possible and practical within the project scope.** Pedestrian and bicycle facilities may be modified, partially provided or eliminated only under very specific set of conditions, called exceptions. These include situations in which providing those facilities is not possible on both sides of the road due to a constrained environment, in which existing structures, natural resources or historic sites are located adjacent to the roadway.

TRANS 75 is not a separate funding stream for non-motorized transportation projects. Rather, it standardizes the inclusion of sidewalks and bikeways in all roadway projects, and makes the inclusion of those facilities an included part of reconstruction projects.



# 4. ALTERNATIVE PLANS

The existing condition of Water Street includes segments of varying character and ROW width. To ensure that the proposed cross sections for Water Street are context sensitive, our team has divided the corridor into three distinct segments. (see map page 4) Roughly, the corridor is divided into rural segments (A) north of Anderson and south of the Wetland Preserve, an urban segment (B) with 66 foot ROW and large setbacks, and an urban section within the Village Center between German Road and Anderson with a 39.5' ROW.

Three alternative plans were considered for analysis. They include:

1. Resurface the existing street in its current configuration.
2. Reconstruct the road to accommodate a WisDOT standard Urban cross section.
3. Construct a hybrid section as illustrated on the following pages.

Alternative 1 is WisDOT's current plan. Although this option would be at no direct cost to the Village, it does not address any concerns with regard to the safety and mobility of its residents and visitors.

Alternative 2 would feature 6 foot sidewalks, 6 foot terraces, 30 inch curb and gutter, 5 foot bike lanes, 8 foot parking bays and 12 foot travel lanes. This option is similar to that being constructed within the Village limits of Sister Bay. However, due to the constraints of the existing ROW and the presence of historic assets and sensitive natural features this option is likely to have unacceptable consequences for the Village.

Alternative 3 provides needed improvement in safety and aesthetics while being sensitive to the Village's historic character.



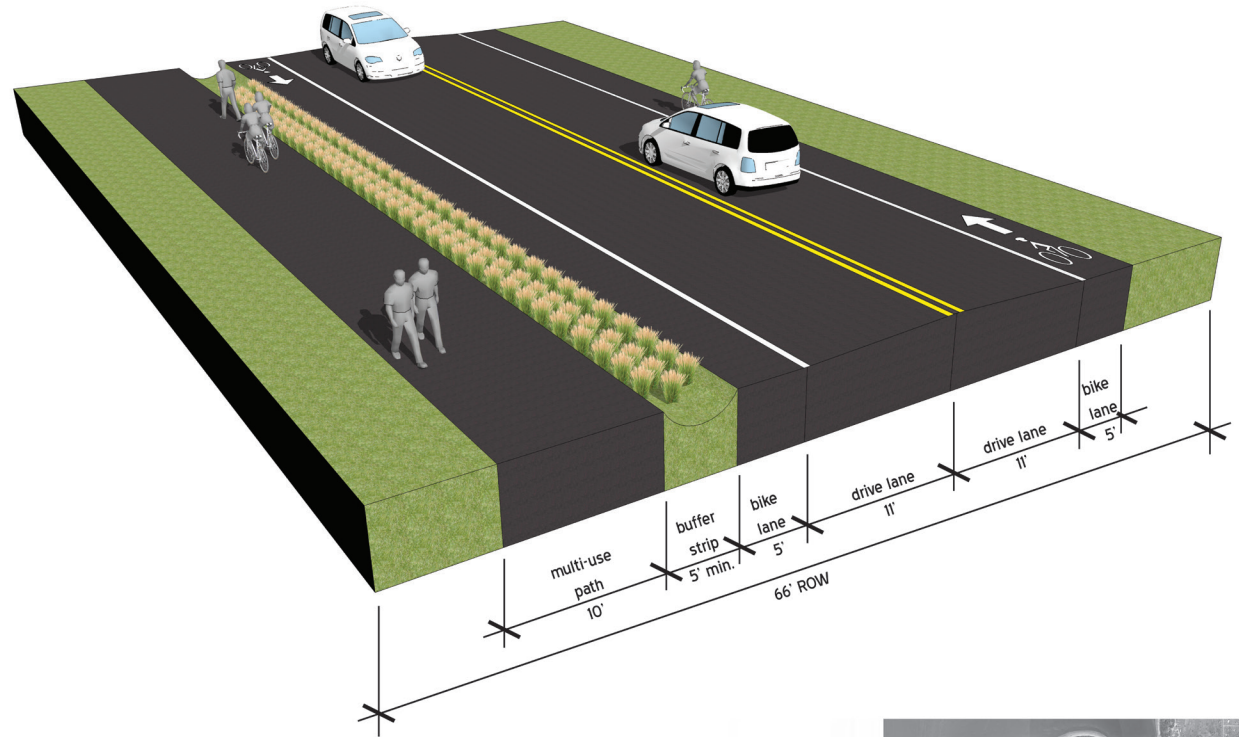
## PREFERRED ALTERNATIVE

### SEGMENT A

This segment runs south of the Wetland Preserve to the Village Limits (Station 263+00 to Station 301+00) and is 3,800 feet (0.720 miles) in length. This segment also runs north of Anderson Road (Station 372+00 to Station 459+00) and is 8,700 feet (1.648 miles) in length.

The proposed design for this segment is a rural typical section with bike lanes and separated shared use path.

As shown on the diagram to the right, the Proposed roadway would include 11 foot motor vehicle lanes, 5 foot bike lanes (with buffers where possible) and a 10 foot shared use path running along the east side of the road. The path could deviate from the roadway to take advantage of adjacent open space systems. No parking is proposed along roadway in Segment A.

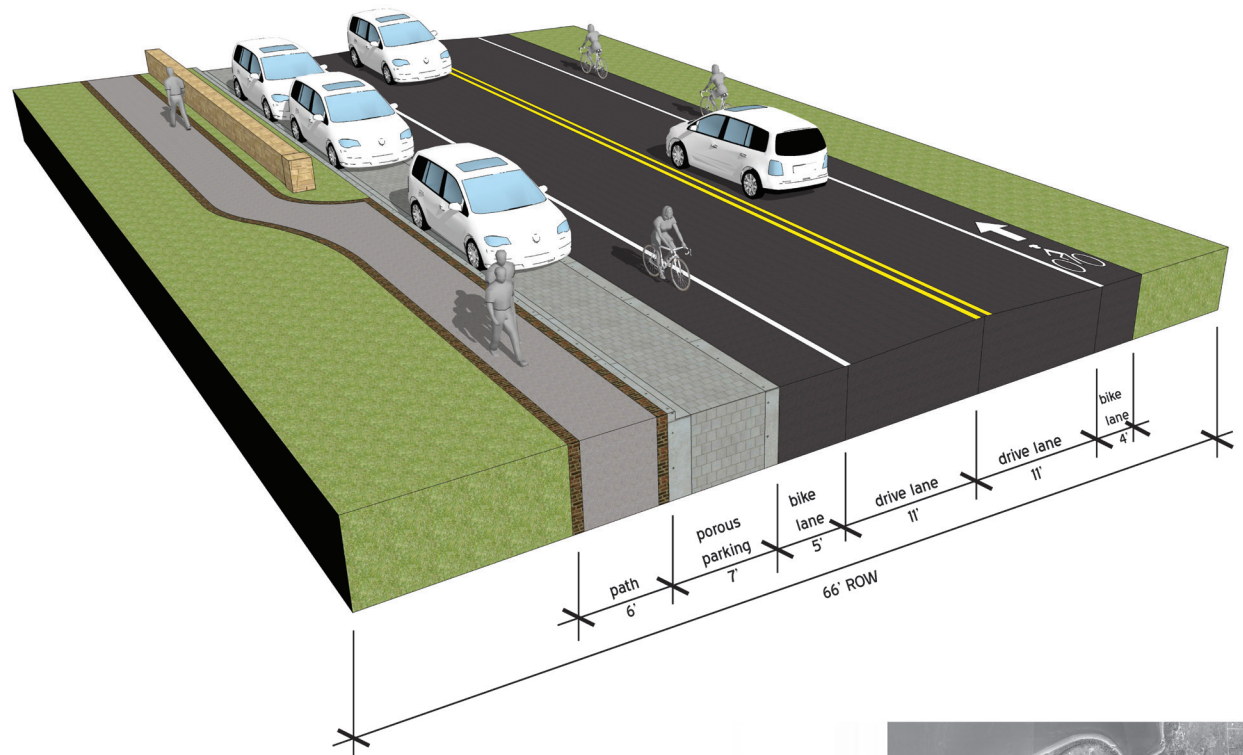


## SEGMENT B

This segment runs from the Wetland Preserve to German Road (Station 301+00 to Station 333+00) and is approximately 3,200 feet (0.606 miles) in length.

The proposed cross section for this segment includes curb and gutter on the east side of the road, one vehicular travel lane in each direction, bike lanes, on-street parking and a walking path on the east side of the street within the existing 66' right of way.

As shown on the diagram to the right, the proposed roadway would include 11 foot motor vehicle lanes, 4 foot bike lane on the west side and 5 foot bike lane on the east side adjacent to a 7 foot wide, porous parking bay. A 6 foot wide walking path would meander on the east side of the roadway avoiding natural and cultural features. Approximately (96) 24' long parking stalls can be accommodated in this segment.





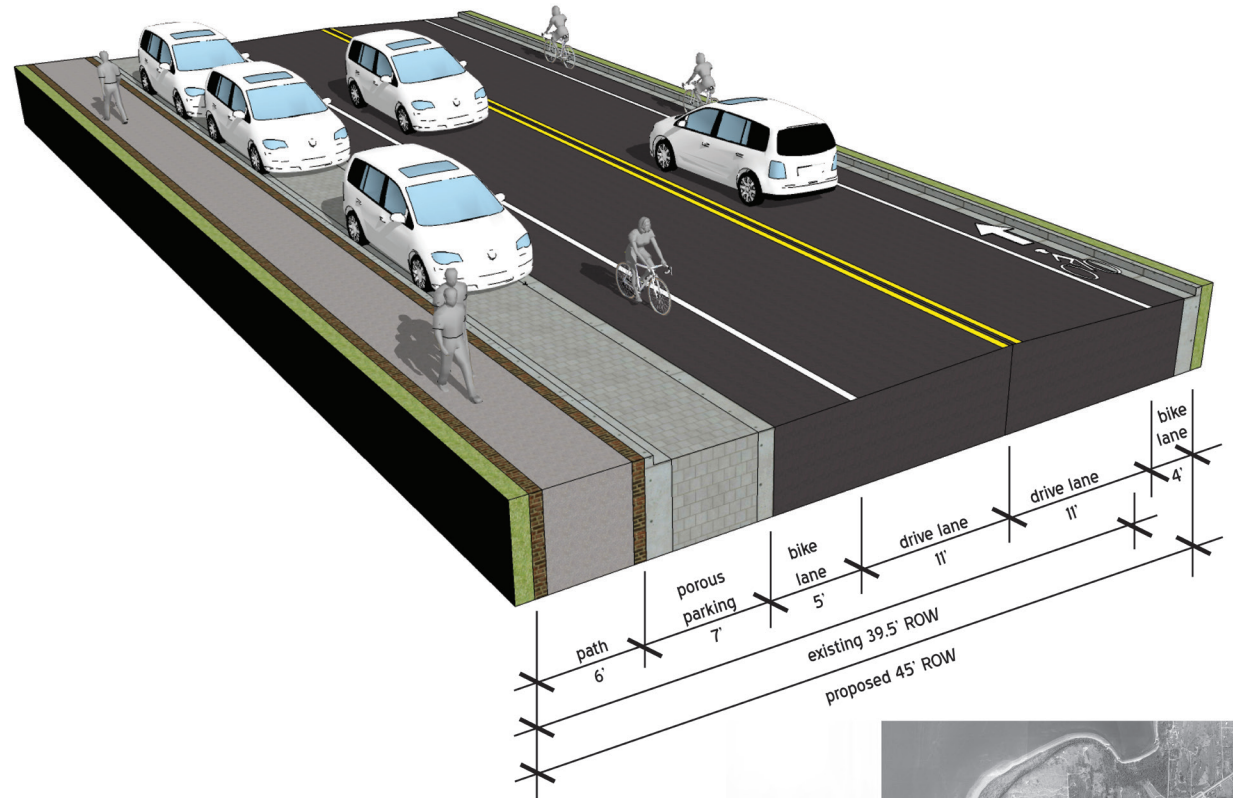
## SEGMENT C

This segment runs from German Road to Anderson (Station 333+00 to station 372+00) and is approximately 3,900 feet (0.738 miles) in length.

The proposed cross section for this segment includes curb and gutter on both sides of the road, one vehicular travel lane in each direction, bike lanes, on-street parking where desirable and a walking path, on the east side of the road as well. The proposed section would require an increase in the right of way from the existing 39 feet to 45 feet.

As shown on the diagram to the right, the proposed roadway would include 11 foot motor vehicle lanes, 4 foot bike lane on the west side and 5 foot bike lane on the east side adjacent to a 7 foot wide, porous parking bay. A 6 foot walking path would be provided on the east side of the roadway. Approximately (40) 24' long parking stalls can be accommodated in this segment. There are currently 37 marked stalls on the west side of Water Street in the Village Center.

Note: The original concept, developed during the workshop, included shared lanes for motor vehicles and bicycles to maintain the 39 foot ROW. WisDOT recommended, instead, extending bike lanes through segment C. Where needed due to right of way constraints, the parking lane could be removed to reduce the typical section width.





# 5. STORM WATER



On late Thursday September 4, 2014 into early Friday, September 5, a major storm event occurred in Door County. The results of this storm were the following: 3,300 customers had lost power on the Door County Peninsula, flooding reports throughout the county, impassable roads in Sister Bay and Baileys Harbor, and the ditch along WIS 42 washed out near the Peninsula State Park golf course. According to rain fall data collected by Michigan State University, 4.57 inches of rain had fallen in the Egg Harbor area and 4.32 inches in the Town of Liberty Grove during this storm event.

Several buildings in the Village of Ephraim were inundated with water in their basements or lower floors. The Historical Foundation had 6 feet of water in its elevator shaft and 8 inches on their first floor. In addition, Village of Ephraim staff and residents mentioned there were private residences and businesses with water in their basements or lower levels. This was particularly true of the Shorewood Village Shops, located south of the downtown along the east side of WIS 42 (Water Street). The Shorewood Village Shops are located at a low spot along the project corridor. Village of Ephraim staff mentioned that water was bubbling up through the Shorewood Village Shops asphalt parking lot in this area during this storm event.

## **WATER LEVEL CONDITIONS IN LAKE MICHIGAN**

During our December 2014 visit, construction was taking place at the southeast corner of WIS 42 and German Road. A hole had been dug and it was observed clearly that the ground water filled it to approximately 4 to 5 feet below the existing ground elevation. According to the US Army Corps of Engineers website, Lakes Superior and Michigan-Huron are 11 and 22 inches, respectively, above their levels of a year ago. (see link below) The US Army Corps of Engineers website provides daily up to date information about water levels. If soil borings are taken along WIS 42 for a new pavement design, the soils report will provide a current assessment of the water table along the project corridor.

<http://www.lre.usace.army.mil/Missions/GreatLakesInformation/GreatLakesWaterLevels/CurrentConditions.aspx>

The 100 year flood plain line was taken from the FEMA maps and overlaid on the WIS 42 conceptual plans for the project corridor. The latest FEMA maps were examined to see what areas of the project corridor were located in the 100 year flood plain. See attachments. The FEMA maps reveal that the entire segment of WIS 42 located near the Ephraim Village Hall and public library building in the downtown area lies in the 100 year flood plain.

The WDNR Surface Water Data Viewer Map provides information about Wisconsin's wetlands and wetland indicators, showing the likely presence of wetlands. As can be seen in the attachments (DNR Surface Water Data Viewer Map – Ephraim), a large area adjacent to WIS 42 just south of the downtown area indicates the presences of wetlands. Presently, this area has been developed with private residences with a few small stormwater detention areas. There is very little or no remaining undeveloped land adjacent to WIS 42 within in this wetland indicator area.

After reviewing the WisDOT Transportation Project Plat NO: 4140-21-00, Village of Ephraim storm sewer as-built plans, and discussions with Village staff and WisDOT staff, it appears there are no existing easements for any of the storm sewer outfall pipes entering into Lake Michigan in the project corridor. The locations of existing outfalls have been added to WIS 42 conceptual plans. Additionally, the Village of Ephraim staff and maintenance department tried to locate several outfalls with water flushing and dyes. Three locations

in the downtown or the vicinity of the downtown were determined to be damaged or blocked to the point that they could not locate the outfalls (approximate locations are Station 326+00, 336+00, and 338+50). The Village maintenance department is planning to undertake a video assessment of their wastewater pipes and storm sewer system and culverts in 2015.

The Village of Ephraim is aware that they need to start the process of obtaining legal easements for these existing outfalls. The Village of Ephraim will begin communications with these private land owners in order to obtain legal easements. This will allow the Village of Ephraim to have ownership and access to maintain these outfalls.

Furthermore, the Village of Ephraim met with the WDNR to discuss the flooding. The WDNR informed the Village of Ephraim that it would be acceptable for the Village to clean out drainage ditches where tree growth and sediment have blocked the natural flow. It would also be acceptable for private home owners to direct their sump pump directly into existing waterways along the project corridor. For example, the existing creek at station 327+00 is well defined and has a constant flow directly into Green Bay. Several adjacent properties are already discharging their sump pumps into this waterway.

## **FUTURE STORMWATER MANAGEMENT AND STORM SEWER DESIGN**

The WIS 42 conceptual plan shows proposed curb and gutter in the downtown area. A new storm sewer system with inlets or catch basins will be required in this area. The storm sewer system will tie into existing storm sewer and use existing outfalls or potential new outfalls which will carry storm water runoff directly into Green Bay. The existing outfalls might need up-sizing due to larger drainage areas.

Additionally, WIS 42 operates as a dam, not allowing major storm events to overflow from the east side of the road to the west side. The new storm sewer system or grading should include facilities to allow drainage from east to west through cross culverts, creeks, or storm sewer in order to reduce the amount of ponding on the east side of WIS 42. There appears to be several existing facilities to allow this to happen, however the outfalls at three of these locations are blocked.

Stormwater storage and water quality management will be required with roadway reconstruction. Usually, ponds are the most efficient way to achieve both needs at a relatively low cost. However, ponds or underground storage are not an option for the Village of Ephraim due to cost, water table, and availability of large undeveloped areas in low areas along the project corridor. Therefore, the use of low impact development design and green infrastructure are potential solutions to help with stormwater storage and quality. Additionally, green infrastructure



provides a unique and often more aesthetically pleasing feature than a detention pond.

Green infrastructure elements that could work for this project include rain gardens, rain barrels, infiltration trenches, vegetated infiltration swales, and permeable pavement. The Village of Ephraim has existing rain gardens located in the downtown area. Storm water runoff can be directed to these facilities by means of downspouts, overland flow, and curb cuts. Permeable pavement should be used for on street parking areas and possible adjacent parking lots. The WDNR has produced technical standards for infiltration trenches, permeable pavement, vegetated infiltration swales, and rain gardens.

Green infrastructure elements may bring with them a higher operation and maintenance costs than traditional stormwater facilities. However, the social benefits will be welcomed by the Village of Ephraim and its residents. Finally, outfall locations should be examined as well to mitigate the potential of beach closings after storm events due to higher level of pollutants in the water.

## THE NEPA PROCESS

All infrastructure projects that utilize federal funding must follow the design and decision making processes detailed in the National Environmental Policy Act. For the redesign of WIS 42 in the Village of Ephraim, NEPA will provide a framework for determining the future configuration of the roadway, , mitigating adverse impacts, and documenting how decisions are made.

The NEPA process stipulates that when designing infrastructure, the project's impacts to the natural, physical and socio-economic environments must be evaluated to ensure that projects meet the needs of stakeholders while minimizing adverse effects to air quality, stormwater management, economic development, neighborhood cohesion, private property and other factors. There are several levels of environmental documentation, varying in the intensity of analysis. For the WIS 42 project, it is expected that an Environmental Report – with a relatively short analysis and approval timeframe – will be adequate based on the preliminary scan of the project's likely impacts.

It is estimated that an environmental report for the WIS 42 project would require approximately six months to complete and to seek review and approval from state agencies. The work already completed – including visioning work done by livingLab in the Summer of 2014 as well as this alternatives analysis process – have been undertaken in accordance with NEPA precepts, and will

be incorporated into the ER. At least two meetings with officials and one additional public meeting are anticipated to be necessary to develop and review the statement of purpose and need, to review impacts of alternatives and provide opportunity for comment on the preferred alternative. Designs will have to be completed to the 30% level to complete the environmental evaluation.

# 6: COST ESTIMATES

| SEGMENT                    | ESTIMATED COST | ADDITIONAL ROW NEEDED* |
|----------------------------|----------------|------------------------|
|                            |                |                        |
| Segment A South            | \$60K          | 0.1 acres FEE          |
|                            |                |                        |
| Segment A North            | \$250K         | 0.4 acres FEE          |
|                            |                |                        |
| Segment B                  | \$1.2 Million  | 0.3 acres FEE          |
|                            |                |                        |
| Segment C WisDOT Preferred | \$1.3 Million  | 0.5 acres FEE          |
|                            |                |                        |
| TOTAL                      | \$2.9 Million  | 1.3 acres FEE          |

*\*Estimated real estate acquisition needed is based on real estate required to construct new typical section. Real estate will change based on what WisDOT does to correct the right of way through Ephraim so WIS 42 falls entirely within DOT right of way. In addition, FEE could change*

Although the Village's preferred cross sections include the provision for 11 foot lanes, these cost estimates assume 12 foot lanes throughout to cover the contingency that WisDOT may require this as they have for the adjacent segment of the roadway in Sister Bay and the Village of Egg Harbor. If 11 foot lanes are allowed to reduce real estate impacts, the overall cost for each Segment B and Segment C Preferred could be reduced each by \$60K and the FEE could be reduced by about .01 acres.

Alternatively, if reconstructing Segments B & C to a typical WisDOT urban section, as outlined in Chapter 5, the anticipated cost would be approximately \$5.6 Million. This includes 2.95 acres of FEE and 4 full property buyouts.



# 7. FUNDING

Several options are available for funding the project. Although many of these are competitive grants, the Village is well positioned to compete for these funds.

## **WisDOT FUNDING**

If the Village adopts a plan acceptable to WsDOT, it is possible that the agency could re-scope the resurfacing project for Segments B & C to instead construct the preferred alternative. WisDOT would require 30% plans to be developed and approved by the Village. At this time, the likelihood of this is unknown.

## **LOCAL PROGRAM FUNDING**

The Local Roads Improvement Program (LRIP) assists local governments in improving seriously deteriorating county highways, town roads, and city and village streets. LRIP is a reimbursement program, which pays up to 50% of total eligible costs with local governments providing the balance.

If this funding source is pursued, an application with Village -approved 30% plans would be needed and submitted as part of the 2015-2016 program cycle. Submission is due by November, 2015. Keeping the project under \$3 million per application would increase the odds of receiving funding.

<http://www.dot.wisconsin.gov/localgov/highways/lrip.htm>

## **CONGESTION MITIGATION/AIR QUALITY PROGRAM (CMAQ) FUNDING**

The CMAQ program funds transportation projects or programs that will contribute to the attainment or maintenance of the National Ambient Air Quality Standards (NAAQS) for ozone, carbon monoxide (CO), or particulate matter (PM). This funding would be good for obtaining funding for the shared use path in Segment A and could also help get the bike lanes and sidewalk in Segments B & C, however it would not help with the road construction.

<http://www.dot.wisconsin.gov/localgov/aid/cmaq.htm>

<http://map.co.door.wi.us/planning/Door%20County%20Bicycle,%20Pedestrian,%20and%20Recreational%20Facilities%20Plan.pdf>

## **TRANSPORTATION ALTERNATIVES PROGRAM (TAP) FUNDING**

The Transportation Alternatives Program (TAP) allocates federal funds to transportation improvement projects that “expand travel choice, strengthen the local economy, improve the quality of life, and protect the environment.” TAP is a reimbursement program. TAP funds trails and other non-motorized transportation projects and program. Local sponsors incur authorized costs and are reimbursed upon project completion. This source would be appropriate for obtaining funding for the shared use path in Segment A and could also help get the bike lanes and sidewalk in Segments B & C, however it can not be used for road construction. TAP funding has been allocated for projects through 2018. The next round of funding is contingent on the Federal transportation allocations.

<http://www.dot.wisconsin.gov/localgov/aid/tap.htm>

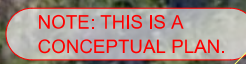
# 8: APPENDIX



- LEGEND
- ROADWAY
  - POROUS PARKING
  - SIDEWALK
  - CROSSWALK
  - EXISTING RIGHT OF WAY







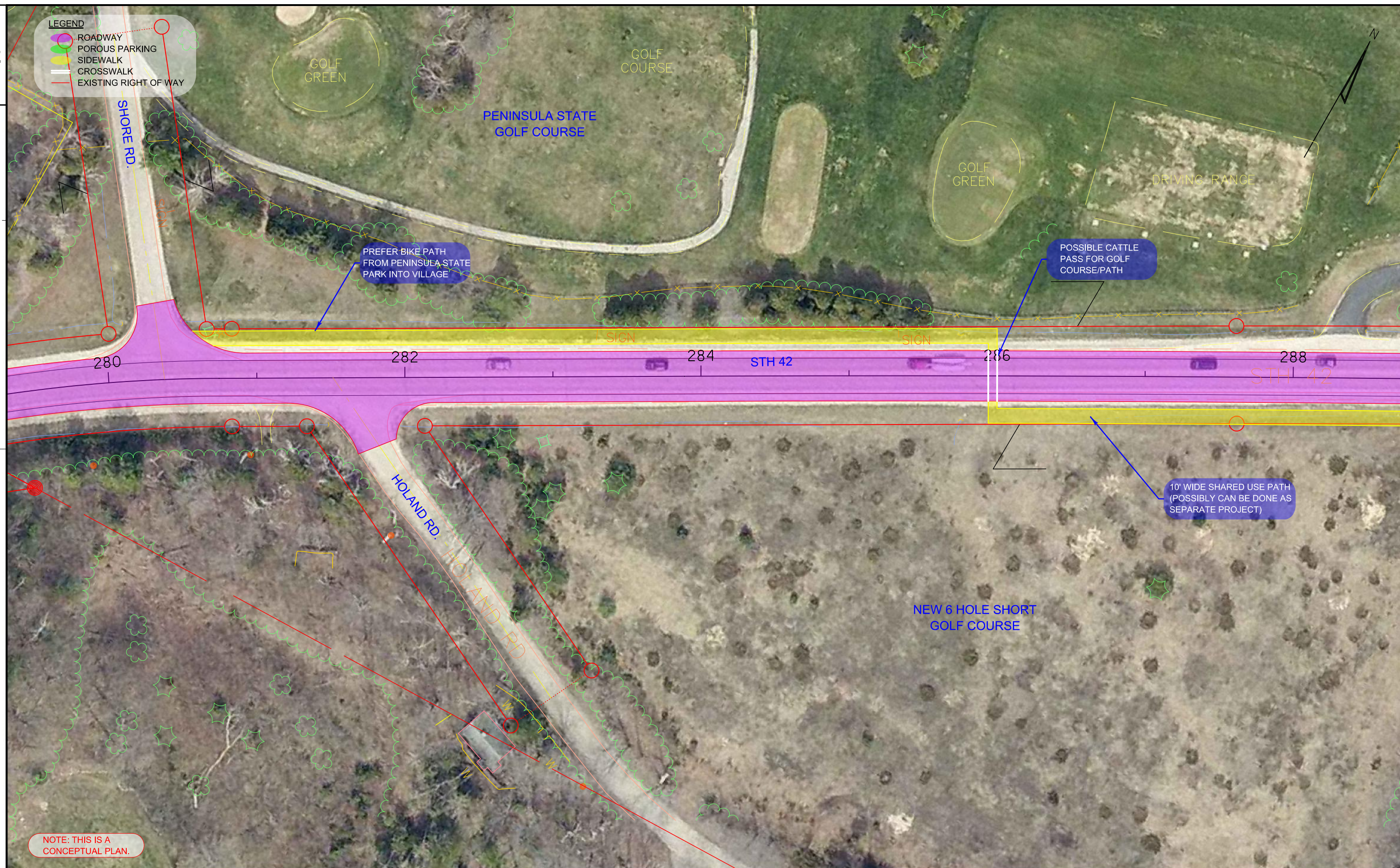


**LEGEND**

- ROADWAY
- POROUS PARKING
- SIDEWALK
- CROSSWALK
- EXISTING RIGHT OF WAY



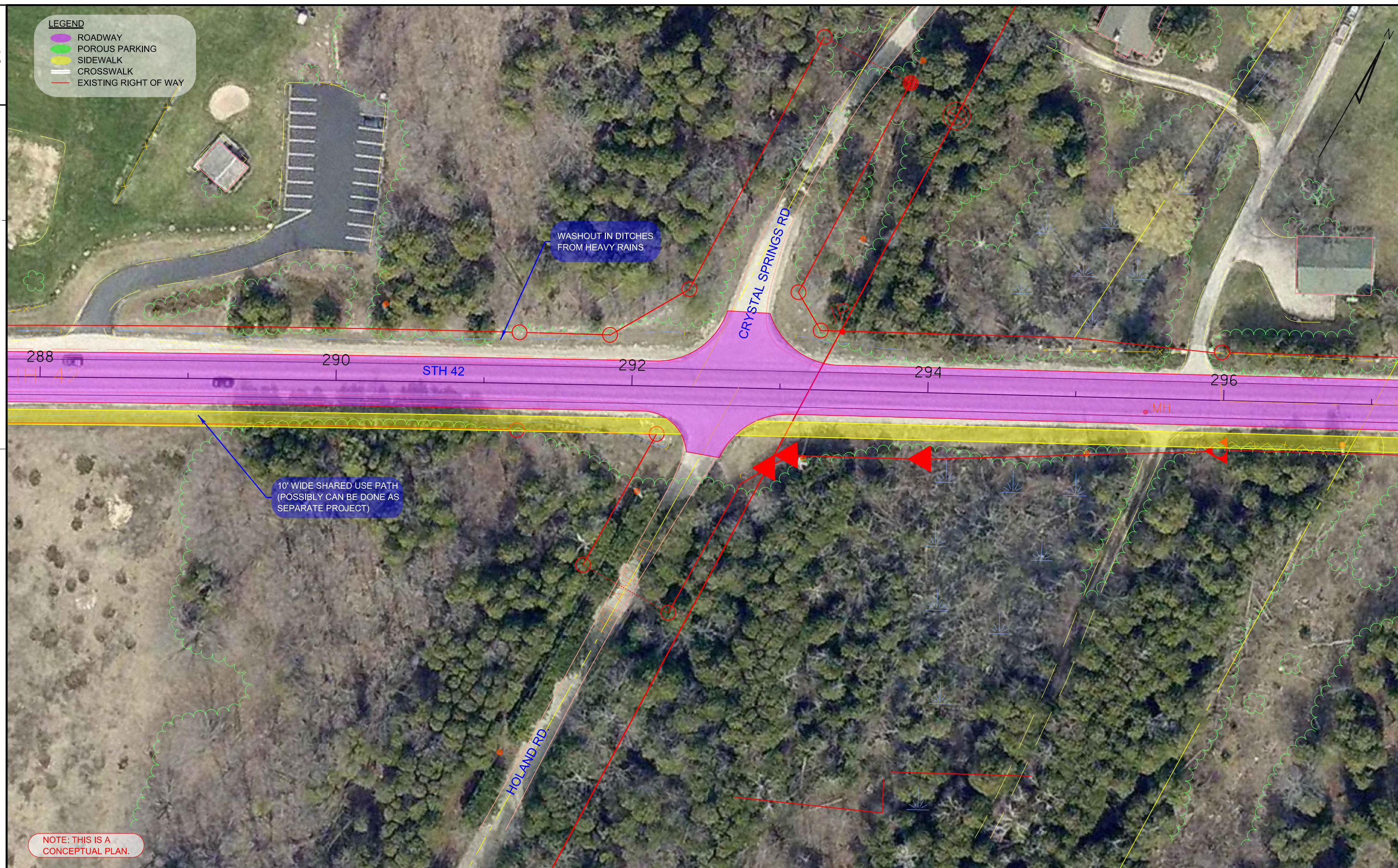






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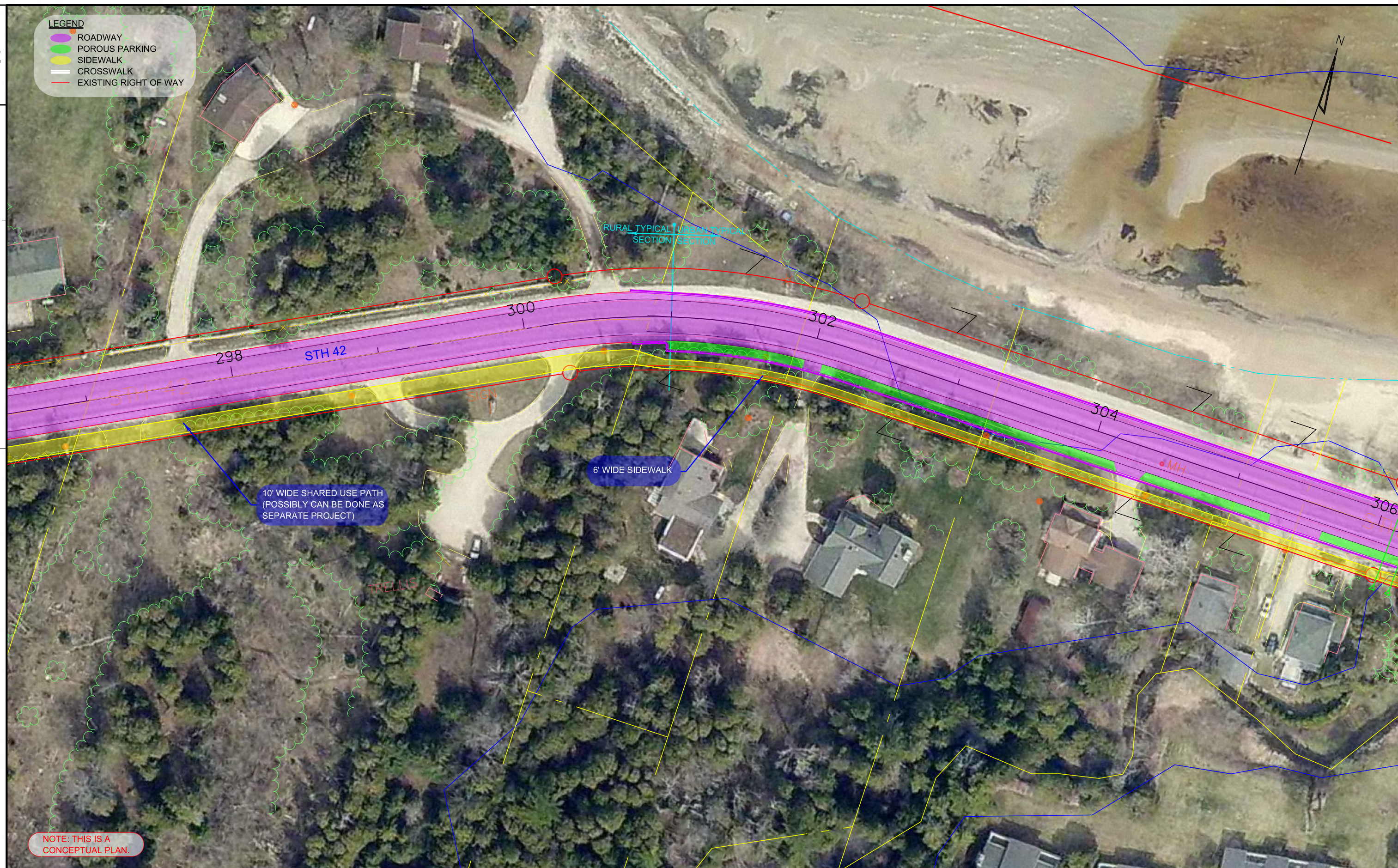
- ROADWAY
- POROUS PARKING
- SIDEWALK
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LEGEND

- ROADWAY
- POROUS PARKING
- SIDEWALK
- CROSSWALK
- EXISTING RIGHT OF WAY



PROJECT NO: 4140-19-00

HWY: STH 42

COUNTY: DOOR

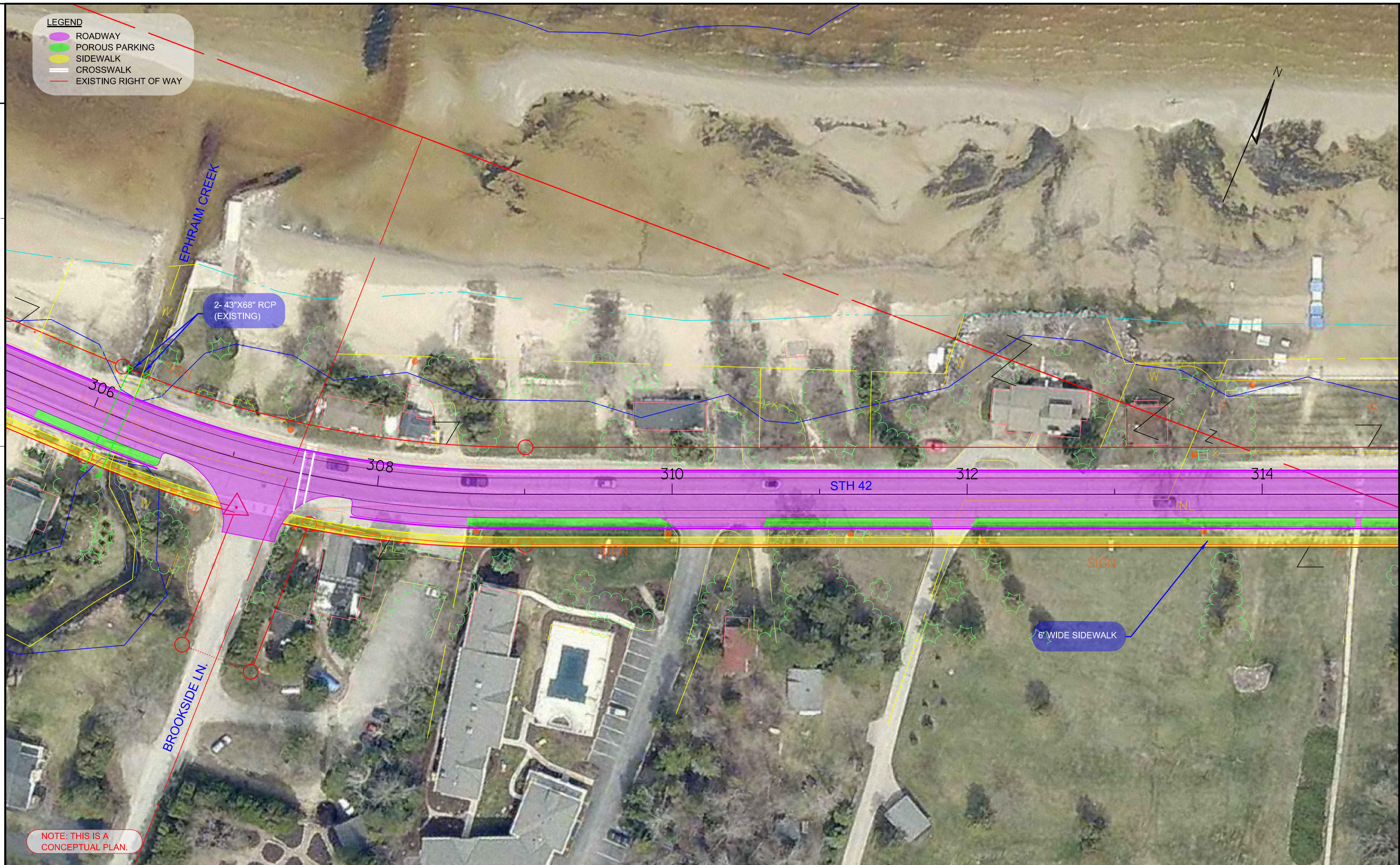
STH 42 CONCEPTUAL PLAN

SHEET 6 OF 24

E

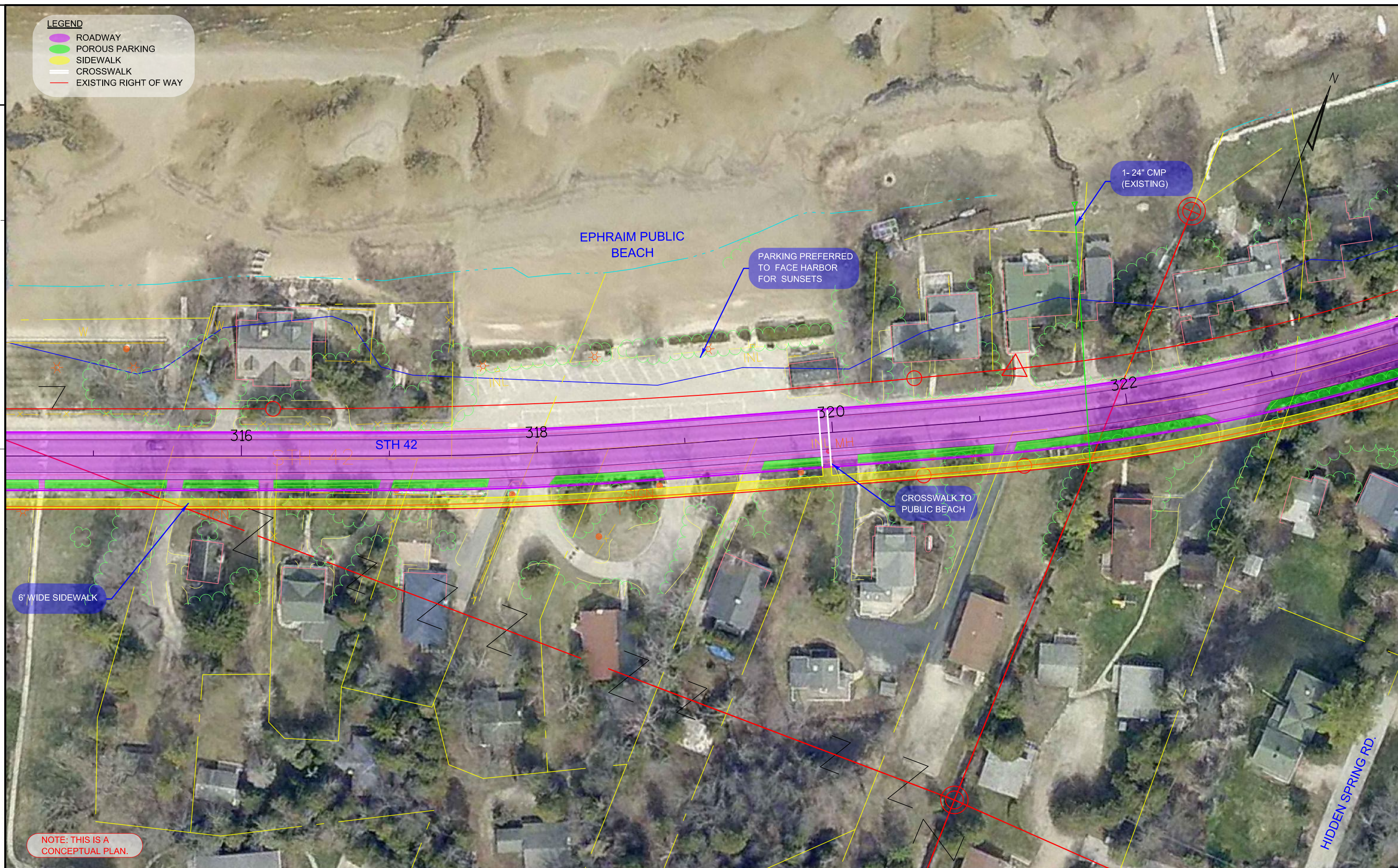


- LEGEND
- ROADWAY
  - POROUS PARKING
  - SIDEWALK
  - CROSSWALK
  - EXISTING RIGHT OF WAY





- LEGEND
- ROADWAY
  - POROUS PARKING
  - SIDEWALK
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LEGEND

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- POROUS PARKING
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LEGEND

- ROADWAY
- POROUS PARKING
- SIDEWALK
- CROSSWALK
- EXISTING RIGHT OF WAY



NOTE: THIS IS A  
CONCEPTUAL PLAN.

PROJECT NO: 4140-19-00

HWY: STH 42

COUNTY: DOOR

STH 42 CONCEPTUAL PLAN

SHEET 10 OF 24

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PLOT BY : nick\_becker

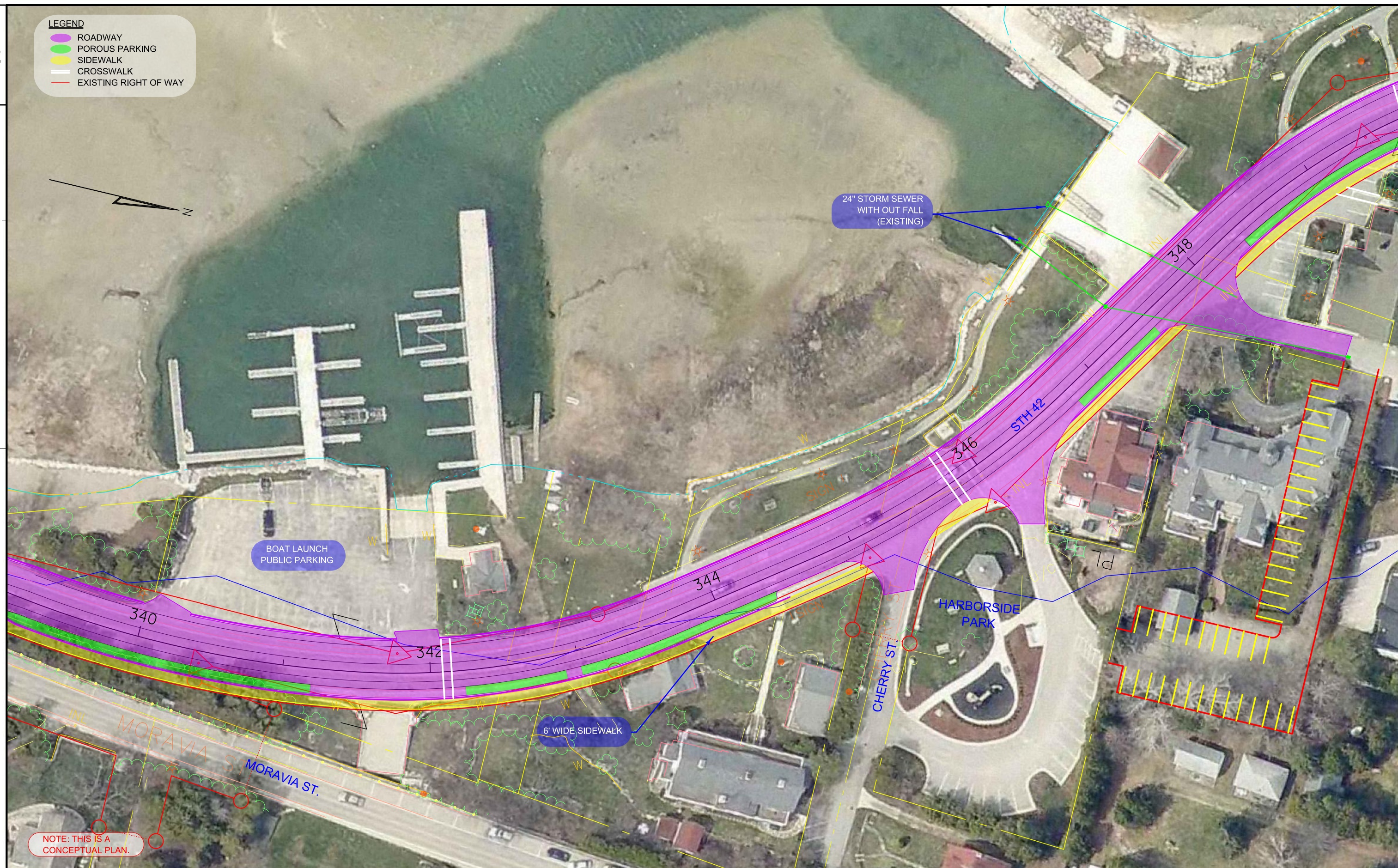
PLOT NAME :

PLOT SCALE : 60.0000 sf / in.

WISDOT/CADDs SHEET 42



- LEGEND
- ROADWAY
  - POROUS PARKING
  - SIDEWALK
  - CROSSWALK
  - EXISTING RIGHT OF WAY



PROJECT NO: 4140-19-00

HWY: STH 42

COUNTY: DOOR

STH 42 CONCEPTUAL PLAN

SHEET 11 OF 24

E

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PLOT DATE : 1/8/2015

PLOT BY : nick\_becker

PLOT NAME :

PLOT SCALE : 60.0000 sf / in.

WISDOT/CADD SHEET 42



LEGEND

- ROADWAY
- POROUS PARKING
- SIDEWALK
- CROSSWALK
- EXISTING RIGHT OF WAY



PROJECT NO: 4140-19-00

HWY: STH 42

COUNTY: DOOR

STH 42 CONCEPTUAL PLAN

SHEET 12 OF 24

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PLOT DATE : 1/8/2015

PLOT BY : nick\_becker

PLOT NAME :

PLOT SCALE : 60.0000 sf / in.

WISDOT/CADDs SHEET 42



LEGEND

- ROADWAY
- POROUS PARKING
- SIDEWALK
- CROSSWALK
- EXISTING RIGHT OF WAY





LEGEND

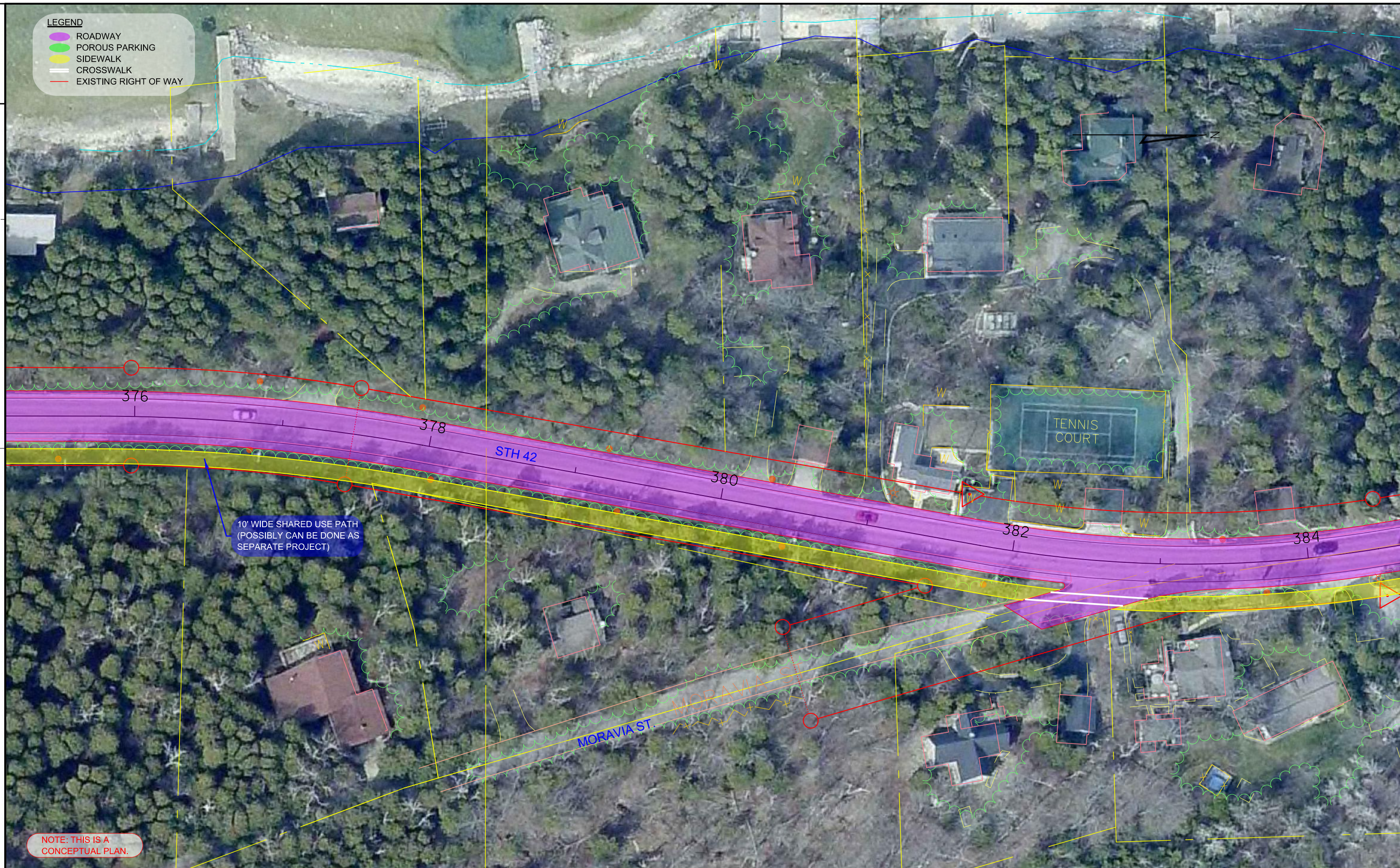
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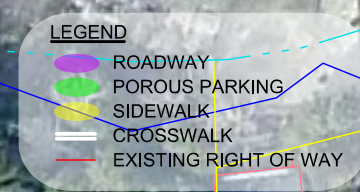


LEGEND

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LEGEND

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PROJECT NO: 4140-19-00

HWY: STH 42

COUNTY: DOOR

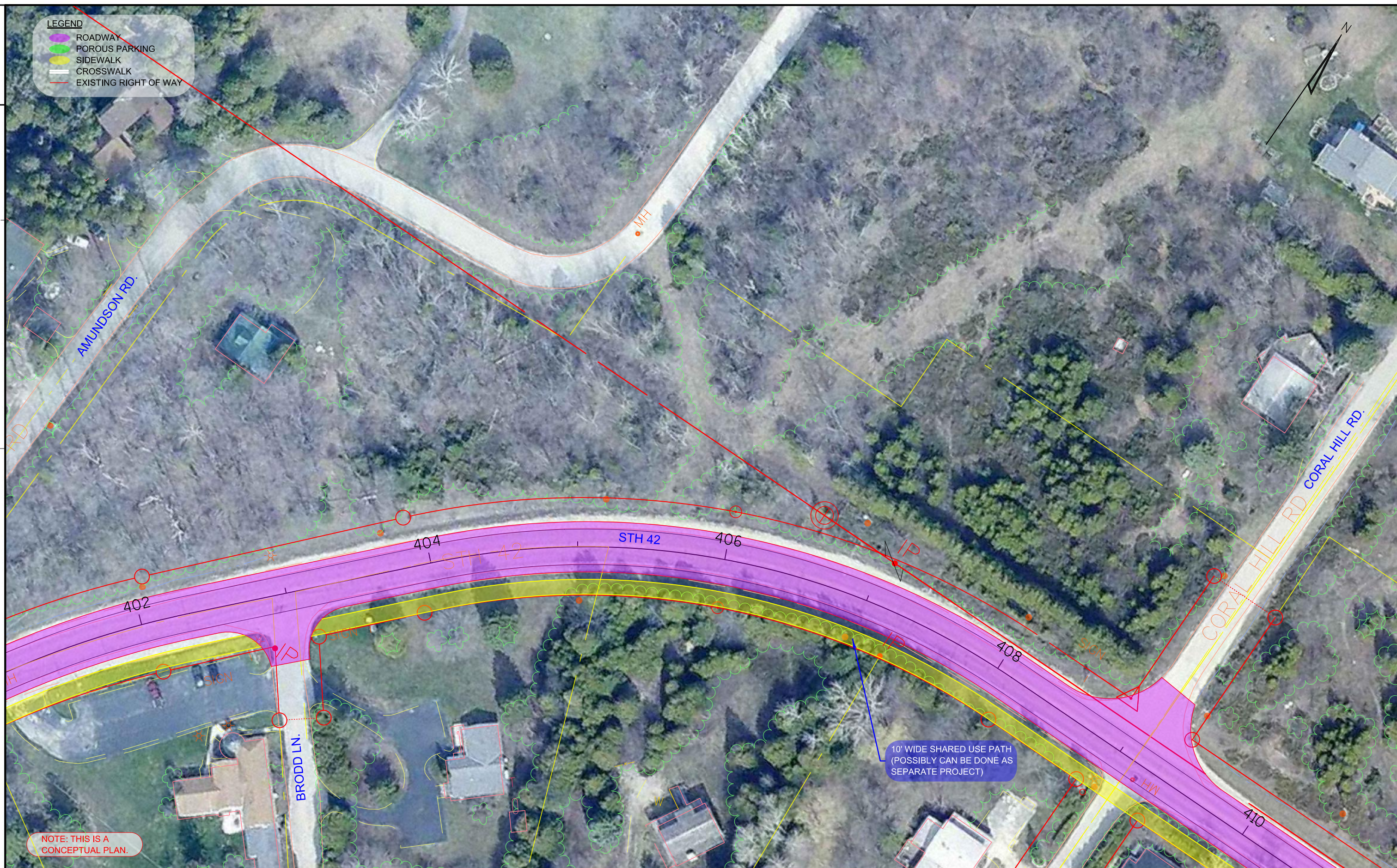
STH 42 CONCEPTUAL PLAN

SHEET 17 OF 24

E



LEGEND  
ROADWAY  
POROUS PARKING  
SIDEWALK  
CROSSWALK  
EXISTING RIGHT OF WAY



PROJECT NO: 4140-19-00

HWY: STH 42

COUNTY: DOOR

STH 42 CONCEPTUAL PLAN

SHEET 18 OF 24

E

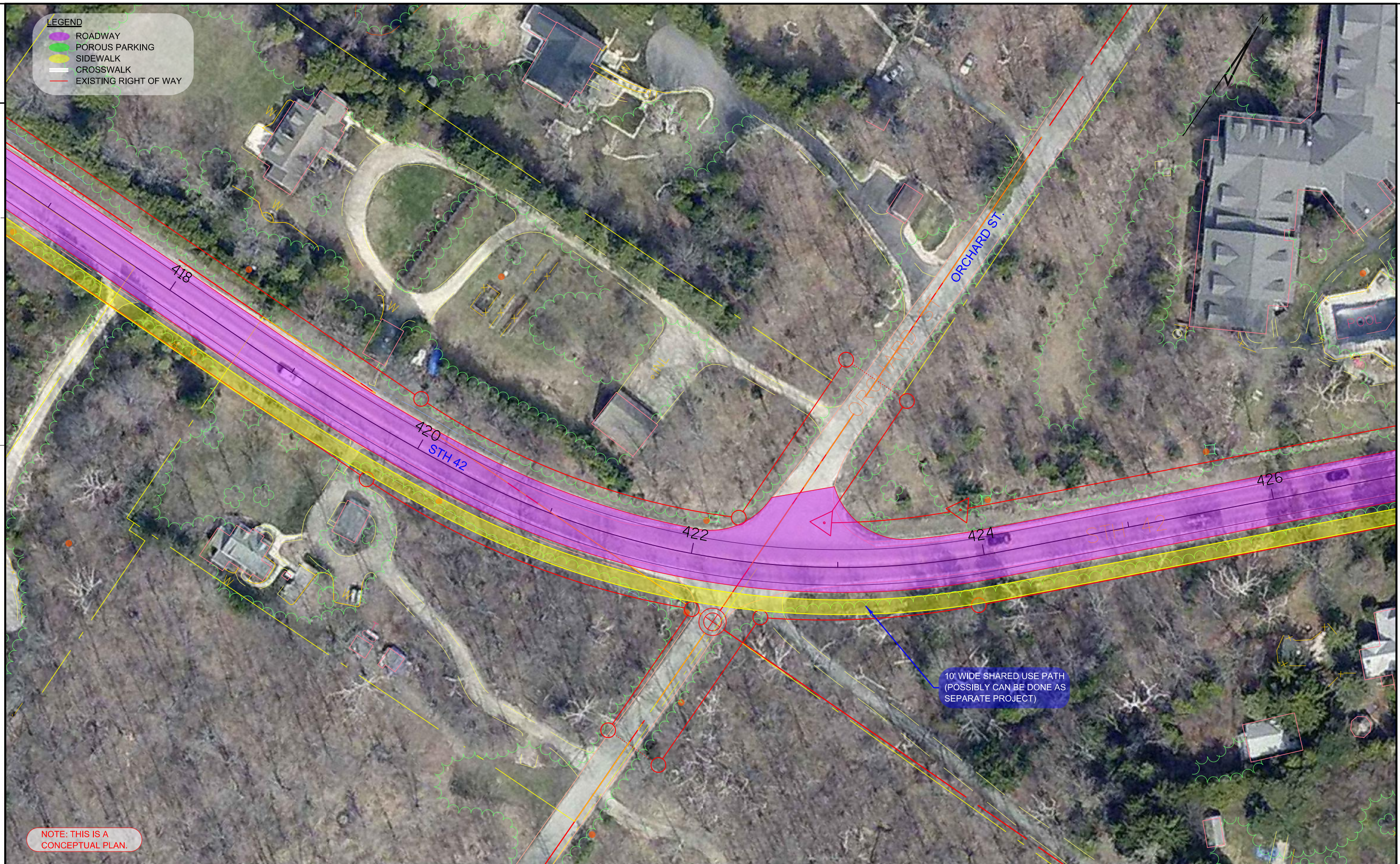


- LEGEND
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  - SIDEWALK
  - CROSSWALK
  - EXISTING RIGHT OF WAY



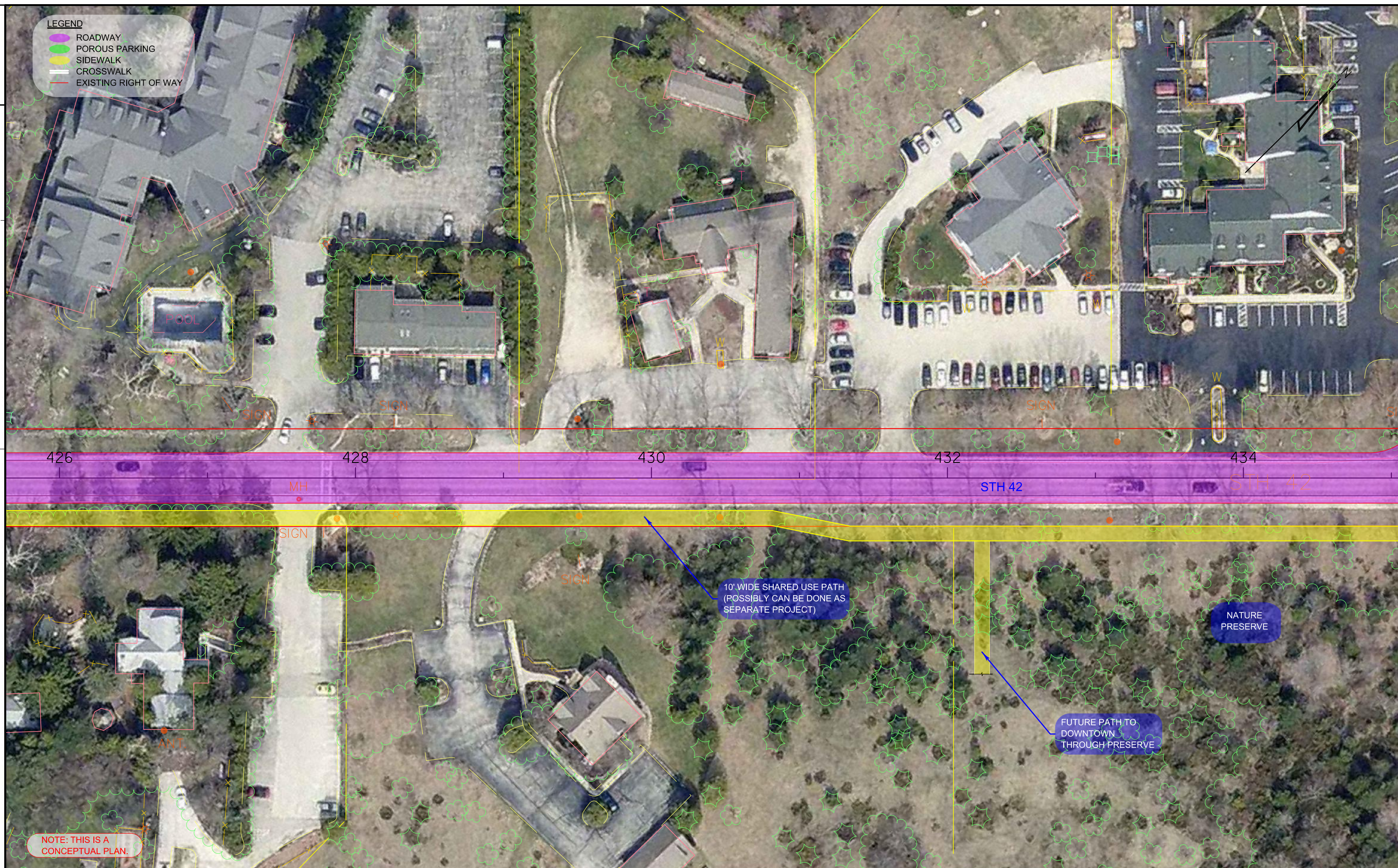


- LEGEND
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  - SIDEWALK
  - CROSSWALK
  - EXISTING RIGHT OF WAY



NOTE: THIS IS A  
CONCEPTUAL PLAN.







LEGEND  
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SIDEWALK  
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PROJECT NO: 4140-19-00

HWY: STH 42

COUNTY: DOOR

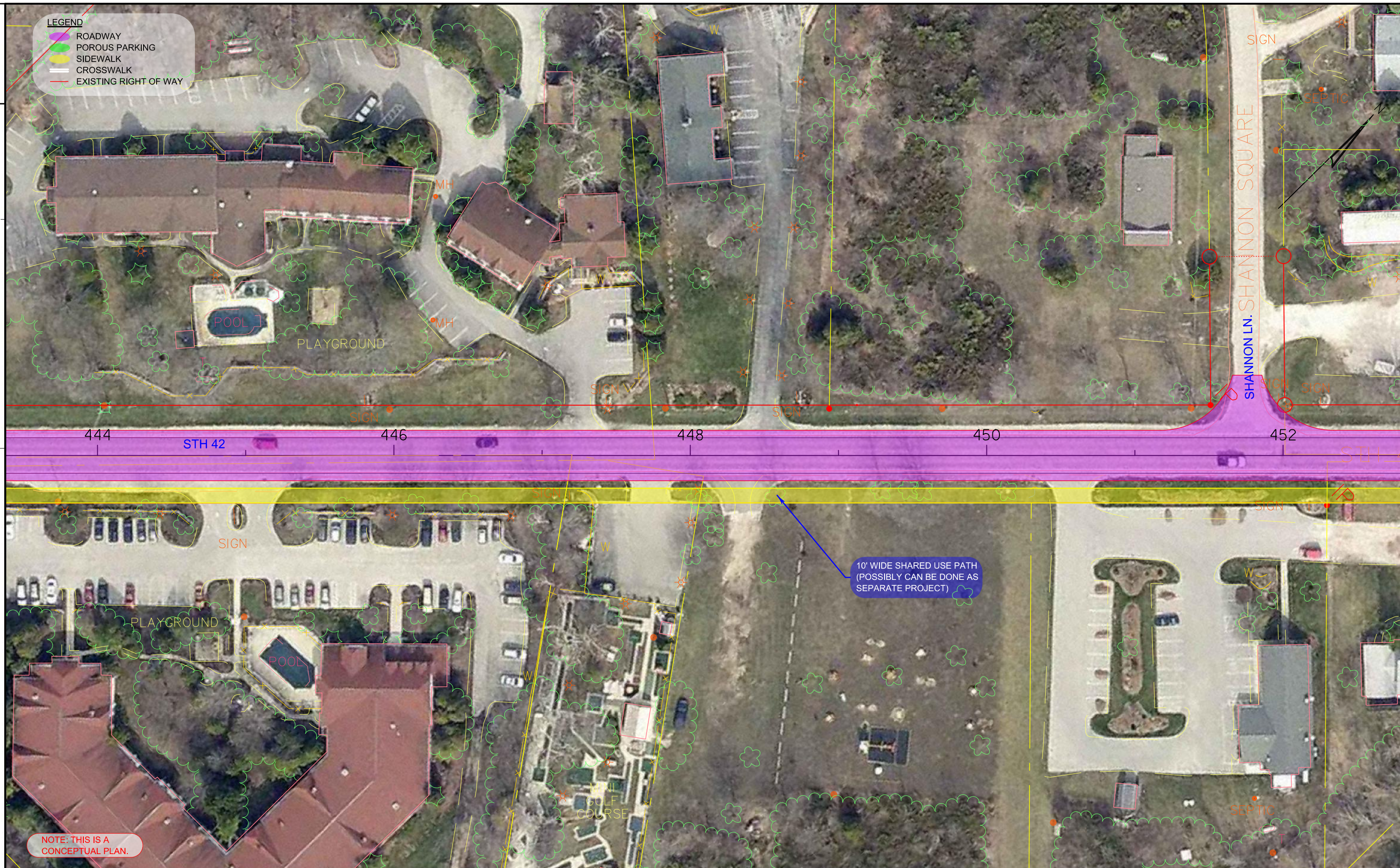
STH 42 CONCEPTUAL PLAN

SHEET 22 OF 24

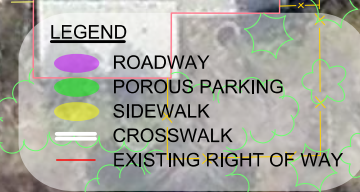
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LEGEND  
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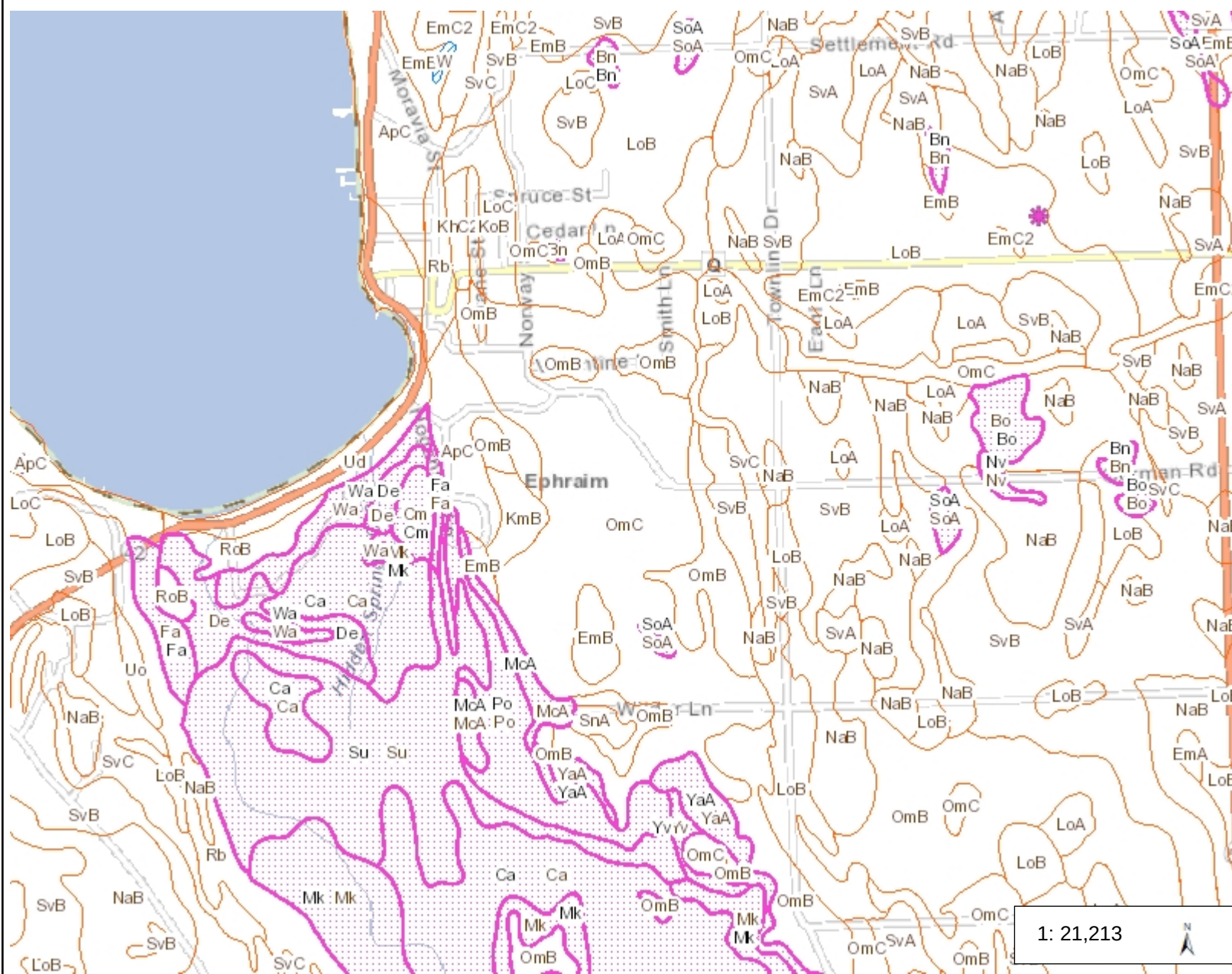








# DNR Surface Water Data Viewer Map - Ephraim



## Legend

- FIRM\_Index
- NRCS Wetspots
- Wetland Indicators
- NRCS Wisconsin Soils
- Soil Mapping Unit
- Water
- Wetland Restorations
- Rivers and Streams
- Open Water

1: 21,213



0.7 0 0.33 0.7 Miles

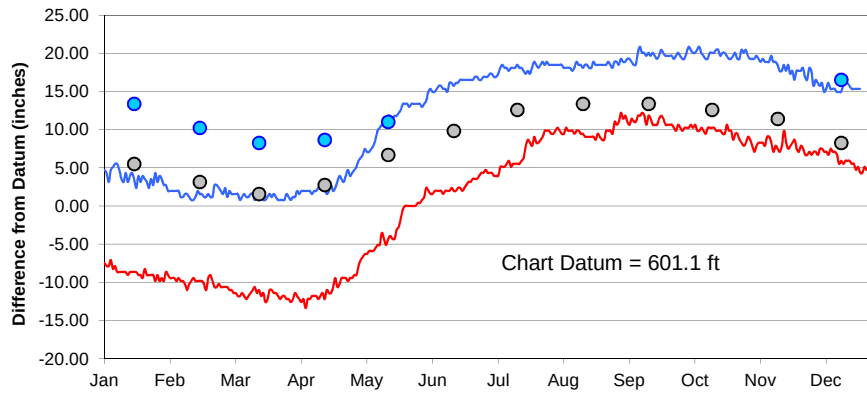
NAD\_1983\_HARN\_Wisconsin\_TM  
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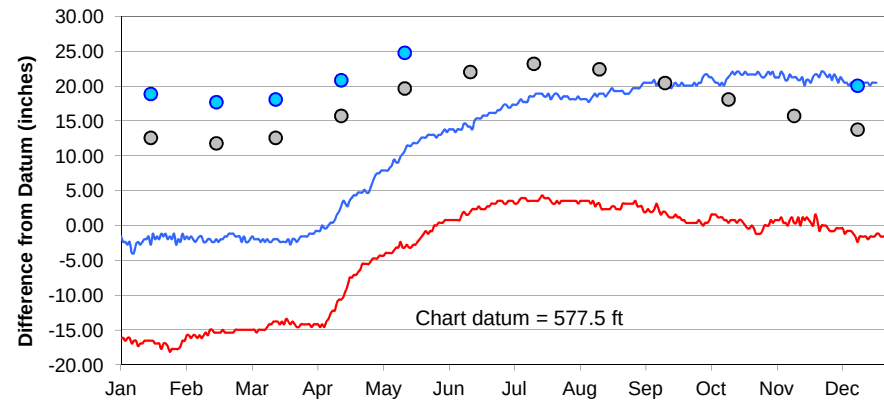
## Notes



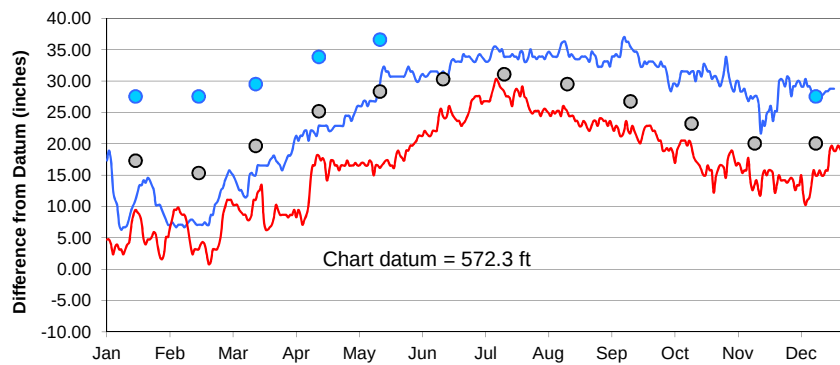
**Lake Superior**



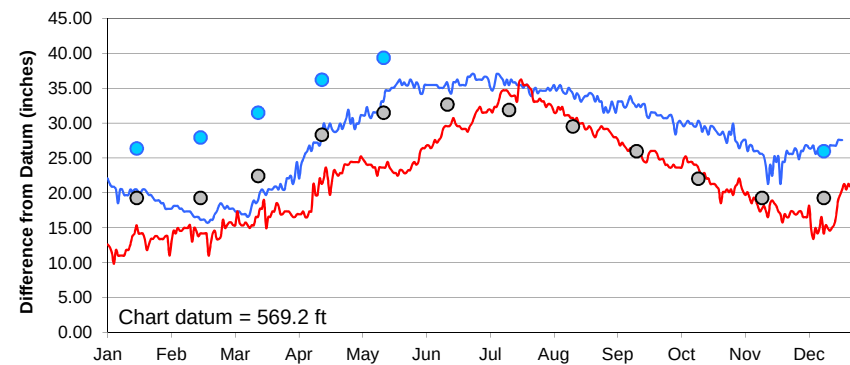
**Lake Michigan-Huron**



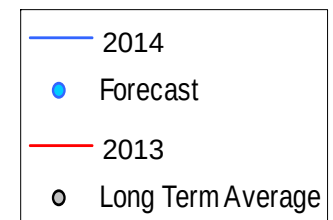
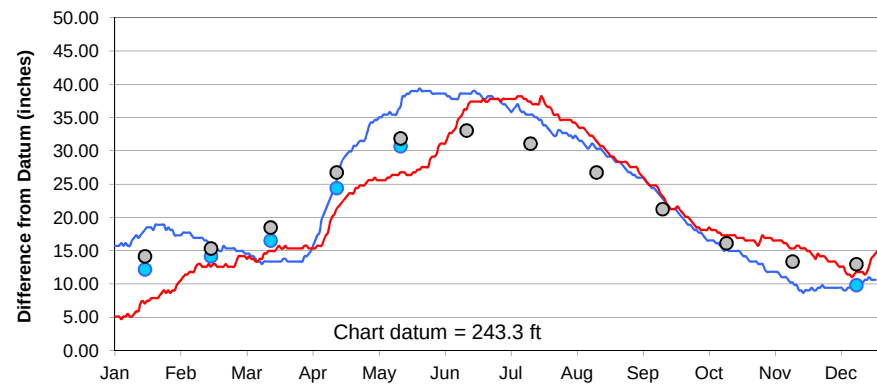
**Lake St. Clair**



**Lake Erie**



**Lake Ontario**



**U.S. Army Corps of Engineers**  
**Detroit District**  
<http://www.lre.usace.army.mil>



# Ephraim: hwy42

Walking Tour  
December 10, 2014  
10am  
Village Hall

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Ken Nelson Plan Com kenandwendy1@yahoo.com

John Held Stakeholder jheld9840@charter.net

Mike McCutcheon BOARD PRES.

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# Ephraim: hwy42

Open House  
December 12, 2014  
3pm  
Village Hall

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# Ephraim: hwy42

Drop-In  
December 12, 2014  
Village Hall

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Drop-In  
December 11, 2014  
Village Hall

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# Ephraim: hwy42

Stakeholder Meeting

December 10, 2014

6pm

Village Hall

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# Ephraim: hwy42

Open House  
December 12, 2014  
3pm  
Village Hall

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# Ephraim: hwy42

Stakeholder Meeting

December 10, 2014

6pm

Village Hall

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# Ephraim: hwy42

Drop-In  
December 10, 2014  
Village Hall

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