

MINUTES OF THE FIFTH MEETING

**ADVISORY COMMITTEE ON THE
LAKE PARKWAY EXTENSION STUDY**

DATE: September 26, 2011
TIME: 10:00 a.m.
PLACE: Cudahy Family Library
Winter Garden Room
3500 Library Drive
Cudahy, Wisconsin

Members Present

Patricia Jursik, Chair Supervisor, 8th District, Milwaukee County Board
Dick Bolender Mayor, City of Oak Creek
Tony Day Mayor, City of Cudahy
Michael Loughran (representing Ghassan Korban) Coordination Manager,
Department of Public Works, City of Milwaukee
Al Richards Mayor, City of St. Francis
Thomas Schmidt (representing Christine Sinicki) Citizen
Brian Dranzik (representing Jack Takerian) Director of Administration,
Department of Transportation and Public Works, Milwaukee County
Thomas Zepecki Mayor, City of South Milwaukee

Staff Present

Kenneth R. Yunker Executive Director, SEWRPC
Ryan W. Hoel Principal Engineer, SEWRPC
Eric Lynde Senior Planner/Engineer, SEWRPC

Guests Present

C. Barry Bateman Airport Director, General Mitchell International Airport
Rhonda Black Real Estate Specialist,
128th Air Refueling Wing, Wisconsin Air National Guard
Melinda Dejewski City Engineer/Director of Public Works, City of St. Francis
J. Heath Duncan Major, Civil Engineering Commander,
128th Air Refueling Wing, Wisconsin Air National Guard
Mary Jo Lange Director of Public Works, City of Cudahy
Gerald Peterson City Administrator, City of Oak Creek
Tom Rave Executive Director, The Gateway to Milwaukee
George Schulz Senior Transportation Engineer, Bloom Companies, LLC
Doug Seymour Director of Community Development, City of Oak Creek
Charlie Webb Senior Project Engineer, CH2M Hill, Inc.
Scott Yauck Owner, Cobalt Partners, LLC

ROLL CALL

Chair Jursik called the meeting to order at 10:08 a.m. She indicated that a sign-in sheet was being circulated for the purposes of taking roll and recording the names of all persons in attendance at the meeting, and she declared a quorum of the Committee present. Cudahy Mayor Day welcomed the Advisory Committee to the City of Cudahy, and the Cudahy Family Library.

REVIEW AND APPROVAL OF MINUTES OF JUNE 13, 2011, MEETING

A motion to approve the minutes of the June 13, 2011, meeting as presented was made by Mayor Zepecki, seconded by Mayor Richards, and carried unanimously by the Committee.

CONSIDERATION OF ALTERNATIVE TREATMENTS AT THE REMAINING ROADWAY CROSSINGS OF THE LAKE PARKWAY EXTENSION

Chair Jursik stated that the Committee would consider at this meeting alternative roadway crossing treatments for the potential Lake Parkway extension at Layton and Edgerton Avenues, Grange Avenue, Rawson Avenue, Drexel Avenue, Puetz Road, and STH 100. She asked Mr. Yunker to summarize the alternative treatments proposed at each roadway crossing (see Attachment 1 to these minutes for a copy of the handout provided to Advisory Committee members). He noted that the Committee had approved three recommended crossing treatments of the Lake Parkway extension at previous meetings—an overpass with jughandle ramp access at College Avenue, an overpass with no access at Forest Hill Avenue, and cul-de-sacs on Ryan Road on each side of the Lake Parkway extension. Mr. Yunker then asked Mr. Hoel to summarize the alternative crossing treatments at each remaining roadway crossing for the Lake Parkway extension. The following discussion by the Committee took place during and following the summary provided by Mr. Hoel:

Layton Avenue/Edgerton Avenue

1. Mr. Hoel noted that the Committee had initially been considering two options for Layton Avenue and Edgerton Avenue at its previous meeting—one option that would expand the existing Layton Avenue interchange from a half to a full interchange and eliminate the existing access at Edgerton Avenue, and one option that would provide an at-grade intersection at Edgerton Avenue and maintain the existing half interchange at Layton Avenue. Mr. Hoel added that following the previous Committee meeting, City of Cudahy staff had provided the Commission staff with a third alternative crossing treatment for Layton and Edgerton Avenues consisting of the addition of a southbound on-ramp to the existing half interchange at Layton Avenue, and providing northbound on- and off-ramps at Edgerton Avenue.
2. Chair Jursik asked Mayor Day which of the alternative crossing treatments is preferred by the City of Cudahy. Mayor Day responded that the City of Cudahy prefers the alternative crossing treatment consisting of the addition of a southbound on-ramp to the existing half interchange at Layton Avenue, and providing northbound on- and off-ramps at Edgerton Avenue. He noted that this alternative would maintain direct access to the major industrial area in the City of Cudahy via Edgerton Avenue, and would avoid impacting the proposed Cobalt Partners retail development located southwest of Pennsylvania and Layton Avenues.
3. Mayor Day then made a motion for the Committee to approve adding a southbound on-ramp to the existing half interchange at Layton Avenue, and providing northbound on- and off-ramps at Edgerton Avenue as the recommended crossing treatments for the Lake Parkway extension at Layton and Edgerton Avenues. The motion was seconded by Mayor Richards, and carried unanimously by the Committee.

Grange Avenue

1. Mr. Hoel noted that the Committee had initially been considering one alternative at Grange Avenue—an overpass with no access. He also noted that should the 128th Air Refueling Wing be able to relocate the secured access to their facilities to Layton Avenue and/or College Avenue and close the secured access at Grange Avenue, the Lake Parkway extension could possibly be constructed at-grade with cul-de-sacs provided on Grange Avenue on each side of the Lake Parkway extension. He indicated that the Commission staff, based on a request by the Committee, had analyzed a third alternative crossing treatment consisting of the Lake Parkway extension being constructed below Grange Avenue so that a higher level of security could be maintained at the existing and planned 128th Air Refueling Wing facilities.
2. Chair Jursik suggested, and the Committee agreed, that the Committee continue to consider one alternative at Grange Avenue—an overpass with no access—noting that alternative crossing treatments at Grange Avenue would be evaluated by the Wisconsin Department of Transportation (WisDOT) during preliminary engineering and environmental impact study. She added that the crossing treatment for Grange Avenue would be determined in cooperation with the 128th Air Refueling Wing and General Mitchell International Airport staffs.

Rawson Avenue/Drexel Avenue/Puetz Road/STH 100

1. Mr. Hoel stated that following the previous Committee meeting, the Commission staff had met with City of Oak Creek staff to discuss and obtain their input on the alternative crossing treatments at Rawson Avenue, Drexel Avenue, and Puetz Road, and to seek their preferred location of the at-grade intersection connection at STH 100. He noted that City of Oak Creek staff had requested that alternative crossing treatments with no access be considered at Rawson Avenue and Puetz Road, and indicated that the Commission staff had thus analyzed an underpass with no access alternative at Rawson Avenue and an overpass with no access alternative at Puetz Road. Mr. Yunker noted that the Commission staff would recommend that access be provided at Rawson Avenue, Drexel Avenue, and Puetz Road, as they are major arterial roadways, and that access to the Lake Parkway extension would be spaced about one mile apart, appropriate for the urban development planned for the southern City of Oak Creek area.
2. Mayor Bolender expressed concern regarding the increased traffic volumes that would be expected on Pennsylvania Avenue and other local roadways in the City of Oak Creek if access to the Lake Parkway extension would not be provided at Rawson Avenue. Mayor Zepecki agreed, suggesting that access to the Lake Parkway extension should definitely be provided at both Rawson Avenue and Drexel Avenue. Mr. Yunker then indicated that at-grade intersections along the Lake Parkway extension at Rawson Avenue, Drexel Avenue, and Puetz Road, should be able to adequately accommodate the forecast future traffic volumes estimated to travel on the Lake Parkway extension and on these crossing roadways. He noted that WisDOT would make the final determination of the location and type of crossing treatments for the Lake Parkway extension during the necessary preliminary engineering and environmental impact study, and that WisDOT would work with local governments to determine the crossing treatments to be constructed at each roadway crossing. Mr. Peterson suggested that the Lake Parkway extension should be designed to provide a higher level of mobility and attract traffic from existing north-south surface arterials. Mayor Bolender stated that grade-separated interchanges at Rawson Avenue, Drexel Avenue, and Puetz Road may be desirable, expressing concern regarding the additional cost that would need to be expended to replace at-grade intersections with grade-separated interchanges should traffic volumes increase to levels warranting grade-separated interchanges. Mayor Zepecki agreed, noting that there has been significant population growth in communities in southern Milwaukee County, and that these communities will continue to grow in the future. Mr. Loughran noted that based on the discussion of the Committee, it appears that there is a preference for grade-separated interchanges rather than at-grade intersections at Rawson Avenue, Drexel Avenue, and Puetz Road.

Mayor Zepecki noted the traffic volumes generated by the Oak Creek High School on Puetz Road, and added that the high school is planning a significant expansion. Mayor Bolender expressed similar concerns regarding traffic volumes on Puetz Road, and suggested that an at-grade intersection on the Lake Parkway extension at Puetz Road could result in traffic congestion. Responding to an inquiry by Chair Jursik, Mr. Yunker stated that the year 2035 regional transportation plan recommends the provision of four traffic lanes on Puetz Road between 27th Street (STH 241) and STH 32.

3. Mr. Yunker stated that City of Oak Creek staff had indicated their preference that the at-grade intersection of the Lake Parkway extension at STH 100 be located at a point west of the existing intersection of STH 100 and Pennsylvania Avenue, rather than at the existing intersection of STH 100 and Pennsylvania Avenue. In response to a question by Mayor Richards, Mr. Yunker indicated that WisDOT would consider the location and type of intersection treatment at STH 100 during preliminary engineering and environmental impact study. He added that WisDOT would also likely consider at that time whether the intersection treatment should consider the potential extension of the Lake Parkway into Racine County.
4. Mayor Zepecki made a motion for the Committee to approve grade-separated interchanges as the recommended crossing treatments for the Lake Parkway extension at Rawson Avenue, Drexel Avenue, and Puetz Road, and to approve an at-grade intersection west of the existing intersection of STH 100 and Pennsylvania Avenue as the recommended crossing treatment for the Lake Parkway extension at STH 100. The motion was seconded by Mayor Bolender, and carried unanimously by the Committee.

DETERMINATION OF NEXT MEETING DATE AND LOCATION

Chair Jursik noted that the Advisory Committee had now approved recommended crossing treatments at each roadway crossing along the Lake Parkway extension. She indicated that the Committee would at its next meeting consider the total estimated costs, benefits, and other impacts of the Lake Parkway extension as recommended by the Committee, and consider the approval of a preliminary recommended Lake Parkway extension plan that would be presented to the public for comment. She added that the Committee would also consider dates and locations of public meetings to be held to obtain public comment on the preliminary recommended Lake Parkway extension plan.

Following discussion by the Committee, Chair Jursik suggested that the next Committee meeting be tentatively scheduled for 10:00 a.m. on Monday, November 14, 2011, in the City of South Milwaukee.

ADJOURNMENT

There being no further business to come before the Committee, the meeting was adjourned at 10:57 a.m.

Respectfully submitted,

Kenneth R. Yunker
Recording Secretary

Attachment 1

ALTERNATIVE CROSSING TREATMENTS FOR THE LAKE PARKWAY EXTENSION

1. At-grade intersections versus grade-separated interchanges
 - Advantages to at-grade intersections
 - Lower construction costs,
 - Would require less right-of-way acquisition, and
 - Less impacts to primary environmental corridors and wetlands.
 - Advantages to grade-separated interchanges
 - Allow free flow of traffic,
 - Higher capacity facility,
 - Higher speed facility (travel time would be about 1.5 minutes less between STH 100 and Layton Avenue),
 - Would carry about 10 to 20 percent more traffic (3,000-4,000 vehicles per average weekday), reducing traffic on other streets, and
 - Safer facility.

2. Comparison of alternative crossing treatments at Lake Parkway extensions:
 - **Layton and Edgerton Avenues** – three alternative crossing treatments being considered:

Evaluation Measures	At-Grade Intersection at Edgerton Avenue and Maintain Half Interchange at Layton Avenue	Full Interchange at Layton Avenue and Remove Current Connection at Edgerton Avenue	Adding Southbound On-Ramp at Layton Avenue and Providing Northbound On-and Off-Ramps at Edgerton Avenue
Acquisition/Relocation of Residential Structures	0	0	0
Right-of-way Acquisition (acres)	3.5	3.8	5.1
Estimated Capital Cost	\$8.5 million	\$12.7 million	\$12.8 million

- The alternative consisting of the adding of a southbound on-ramp at Layton Avenue and providing northbound on-and off-ramps at Edgerton Avenue was suggested by the City of Cudahy following the Advisory Committee meeting held on June 13, 2011.
- By eliminating access to the Lake Parkway extension at Edgerton Avenue, the Lake Parkway between Edgerton and Layton Avenues is estimated to carry approximately 12 percent less traffic (2,000 vehicles per average weekday), and Pennsylvania Avenue between Edgerton and Layton Avenues is estimated to carry approximately 10 to 25 percent more traffic (2,000-5,000 vehicles per average weekday). There would not be a significant change in traffic volumes on the Lake Parkway extension and Pennsylvania Avenue between College and Edgerton Avenues.
- The alternative consisting of a full interchange at Layton Avenue would provide access to both directions of Lake Parkway on a major east-west arterial.

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- o Providing on- and off-ramps for the Lake Parkway extension only on Layton Avenue would also allow for better understandability of travelers wanting to access or exit the Lake Parkway.
 - o The two alternatives maintaining access to Edgerton Avenue would continue to provide direct access to a major industrial area in the City of Cudahy.
 - o Constructing a northbound off-ramp to Layton Avenue as part of the alternative consisting of a full interchange at Layton Avenue may minimally impact the proposed Cobalt retail development to be located south of Layton Avenue and between the existing Lake Parkway and Pennsylvania Avenue.
 - o All alternatives may disturb the remediated landfill site located between existing Lake Parkway and Pennsylvania Avenues.
 - o All alternatives would require a new bridge structure over the Edgerton Channel.
- **Grange Avenue** – one alternative crossing treatment considered – overpass with no access to the Lake Parkway extension.
 - o Estimated cost is \$11.2 million.
 - o Potential security concerns remain with elevated structure adjacent to 128th Air Refueling Wing Facilities.
 1. May need to construct barrier walls along Lake Parkway extension at this location.
 2. The above estimated cost would be reduced by \$6.8 million, or about 61 percent less, if entrance to 128th Air Refueling Wing can be relocated and the Lake Parkway extension is constructed at-grade.
 3. The above estimated cost would be increased by \$12.6 million, or about 112 percent more, if the Lake Parkway extension is constructed below Grange Avenue.
 - **College Avenue (CTH ZZ)** – Advisory Committee agreed to recommend an overpass with jughandle ramp access.
 - **Rawson Avenue** – three alternative crossing treatments being considered:

Evaluation Measures	At-Grade Intersection	Grade-Separated Interchange	Underpass with No Access
Acquisition/Relocation of Residential Structures	1	1	1
Right-of-way Acquisition (acres)	15.4	21.1	15.4
Impacts to Wetland (acres)	1.6	2.0	1.6
Estimated Capital Cost	\$18.8 million	\$36.7 million	\$13.3 million

- o All alternatives would potentially impact the existing storm water facilities along the west edge of the existing multi-family development north of Rawson Avenue.
- o All alternatives would potentially require the relocation of American Transmission Company (ATC) transmission lines north of Rawson Avenue to avoid acquiring or

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relocating residential structures within the existing multi-family development. The ATC lines may be avoided south of Rawson Avenue.

- o By not providing access to the Lake Parkway extension at Rawson Avenue, the Lake Parkway between Drexel and College Avenues is estimated to carry approximately 7 to 14 percent less traffic (2,000-4,000 vehicles per average weekday), and Pennsylvania Avenue between Rawson Avenue and College Avenue is expected to carry approximately 35 percent more traffic (3,000 vehicles per average weekday). There would not be a significant change in traffic volume on Pennsylvania Avenue between Drexel and Rawson Avenues.

- **Drexel Avenue** – two alternative crossing treatments being considered:

Evaluation Measures	At-Grade Intersection	Grade-Separated Interchange
Acquisition/Relocation of Residential Structures	0	0
Right-of-way Acquisition (acres)	15.3	21.0
Impacts to Primary Environmental Corridor (acres)	7.5	7.6
Impacts to Wetland (acres)	3.0	4.0
Impacts to Park/Recreational Land—Oak Creek Parkway (acres)	8.8	14.0
Estimated Capital Cost	\$12.0 million	\$35.2 million

- **Forest Hill Avenue** – Advisory Committee agreed to recommend an overpass with no access to Forest Hill Avenue.

- **Puetz Road** – three alternative crossing treatments being considered:

Evaluation Measures	At-Grade Intersection	Grade-Separated Interchange	Overpass with No Access
Acquisition/Relocation of Residential Structures	0	0	0
Right-of-way Acquisition (acres)	15.3	20.9	11.9
Impacts to Primary Environmental Corridor (acres)	14.7	20.3	11.9
Impacts to Wetland (acres)	5.1	7.5	4.9
Impacts to Park/Recreational Land—Oak Creek Parkway (acres)	2.0	2.0	2.0
Estimated Capital Cost	\$12.6 million	\$35.3 million	\$15.7 million

- o All alternatives also impact land owned by the Milwaukee Metropolitan Sewerage District that was purchased for conservation purposes—about 6.3 acres for the at-grade intersection alternative, about 9.0 acres for the grade-

Attachment 1 (continued)

separated interchange alternative, and about 5.8 acres for the overpass with no access alternative.

- o By not providing access to the Lake Parkway extension at Puetz Road, the Lake Parkway extension between Puetz Road and Drexel Avenue is estimated to carry approximately 55 to 60 percent less traffic (11,000-15,000 vehicles per average weekday), Pennsylvania Avenue between Puetz Road and Drexel Avenue is expected to carry approximately 100 to 250 percent more traffic (4,000-5,000 vehicles per average weekday), and Howell Avenue between Puetz Road and Drexel Avenue is expected to carry approximately 20 to 30 percent more traffic (7,000-10,000 vehicles per average weekday). A majority of the traffic that would have utilized Puetz Road to enter and exit the Lake Parkway extension would instead utilize Drexel Avenue. There would not be a significant change in the traffic volumes on the Lake Parkway extension, Pennsylvania Avenue, and Howell Avenue between STH 100 and Puetz Road.
- **Ryan Road** - Advisory Committee agreed to recommend cul-de-sacs on Ryan Road on both sides of Lake Parkway extension.
- **STH 100** – Two alternative at-grade intersection connections being considered:

Evaluation Measures	At-Grade Intersection West of Pennsylvania Avenue	At-Grade Intersection At Pennsylvania Avenue
Acquisition/Relocation of Residential Structures	0	0
Right-of-way Acquisition (acres)	5.5	8.5
Impacts to Primary Environmental Corridor (acres)	2.0	2.1
Impacts to Wetland (acres)	0.0	0.2
Estimated Capital Cost	\$2.8 million	\$4.3 million

- o City of Oak Creek indicated that they prefer that the at-grade connection be constructed west of Pennsylvania Avenue.

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