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REGIONAL PLANNING COMMISSION
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AMENDMENT TO THE

REGIONAL TRANSPORTATION PLAN--2000

LAKE FREEWAY SOUTH CORRIDOR

AS ADOPTED BY THE

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

JUNE 1981

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SUBJECT: Certification of Amendment to the Adopted Regional Transportation Plan (Lake Freeway South Corridor)

TO: The Legislative Bodies of Concerned Local Units of Government Within the Southeastern Wisconsin Region, Namely: the Counties of Kenosha, Milwaukee, and Racine; the Cities of Cudahy, Kenosha, Milwaukee, Oak Creek, Racine, South Milwaukee, and St. Francis; the Village of Sturtevant; and the Towns of Caledonia, Mt. Pleasant, Pleasant Prairie, and Somers.

This is to certify that at the annual meeting of the Southeastern Wisconsin Regional Planning Commission, held at the Washington County Courthouse, West Bend, Wisconsin, on the 18th day of June, 1981, the Commission did by unanimous vote of all Commissioners present, being 18 ayes and 0 naves, and by appropriate Resolution, a copy of which is made a part hereof and incorporated by reference to the same force and effect as if it had been specifically set forth herein in detail, adopt an amendment to the Regional Transportation Plan, which plan was originally adopted by the Commission on the 1st day of June, 1978, as part of the master plan for the physical development of the Region. The said amendment to the Regional Transportation Plan pertains to the previously recommended Lake Freeway South in Milwaukee, Racine, and Kenosha Counties and consists of the inventory, analysis, plan, and plan implementation findings, and recommendations contained in the documents attached hereto and made a part hereof. Such action taken by the Commission is hereby recorded on, and is a part of said plan, and the plan, as amended, is hereby transmitted to the constituent local units of government for consideration and implementation.

IN TESTIMONY WHEREOF, I have hereunto set my hand and seal and cause the Seal of the Southeastern Wisconsin Regional Planning Commission to be hereto affixed. Dated at the City of Waukesha, Wisconsin, this 19th day of June, 1981.

Alfred G. Raetz

Alfred G. Raetz, Chairman
Southeastern Wisconsin
Regional Planning Commission

ATTEST:

Kurt W. Bauer

Kurt W. Bauer, Deputy Secretary

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RESOLUTION NO. 81-2

RESOLUTION OF THE SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION AMENDING THE REGIONAL TRANSPORTATION PLAN FOR SOUTHEASTERN WISCONSIN, THE PLAN BEING A PART OF THE MASTER PLAN FOR THE PHYSICAL DEVELOPMENT OF THE REGION COMPRISED OF THE COUNTIES OF KENOSHA, MILWAUKEE, OZAUKEE, RACINE, WALWORTH, WASHINGTON, AND WAUKESHA IN THE STATE OF WISCONSIN

WHEREAS, petitions in the form of resolutions, were duly adopted by the governing bodies of the governmental units located within the Counties of Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha in the State of Wisconsin, petitioning the Honorable Gaylord A. Nelson, as the Governor of the State of Wisconsin, to create a regional planning commission, embracing the said counties, pursuant to the provisions of Section 66.945(2) of the Wisconsin Statutes; and

WHEREAS, pursuant to the said petitions, the Southeastern Wisconsin Regional Planning Commission was duly created by the written Executive Order of the Honorable Gaylord A. Nelson, in his official capacity as the Governor of the State of Wisconsin, attested to by the Secretary of State of the State of Wisconsin, which said Executive Order was duly signed and issued on the 8th day of August 1960, pursuant to the provisions of Section 66.945(2) of the Wisconsin Statutes; and

WHEREAS, the said Executive Order specifically extended to the Southeastern Wisconsin Regional Planning Commission, so created, jurisdiction in the area and boundaries embraced by, included in, and limited to the said Counties of Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha in the State of Wisconsin; and

WHEREAS, a copy of the said Executive Order was forwarded by the office of the said Governor to each of the local governmental units included within the area and boundaries defined in the said Executive Order; and

WHEREAS, following the creation of the said Commission, public hearings were held in said local governmental units, following which the membership composition of the said Regional Planning Commission was duly appointed under, and pursuant to, the provisions of Sections 66.945(3) and (4) of the Wisconsin Statutes; and

WHEREAS, following the appointment of the said membership, the said Regional Planning Commission met and organized and elected a Chairman and Executive Committee and appointed a Director and appointed advisory committees and adopted bylaws and established its own rules of procedure and scheduled quarterly meetings of the Commission to be held each year and hired such experts and consultants as it deemed necessary for the prosecution of its responsibilities and engaged a general counsel; and it thereafter kept a record of its resolutions, transactions, findings, and determinations, which have been and are a public record under, and pursuant to, the provisions of Section 66.945(5), (6), and (7) of the Wisconsin Statutes; and

WHEREAS, following the organization of the said Regional Planning Commission and under, and pursuant to, the provisions of Section 66.945(8) of the Wisconsin Statutes, it proceeded to conduct all types of research studies,

collect and analyze data, prepare maps, charts and tables, and conduct all necessary studies for the accomplishment of its other duties and has prepared numerous reports presenting the findings and recommendations of its research and studies concerning the physical, social, and economic development of the Region and has distributed these reports and provided advisory services on planning problems to the local governmental units within the Region and to other public and private agencies in matters relative to its functions and objectives and made annual reports of its activities to the State Legislature of Wisconsin and the legislative bodies of the local governmental units within the Region, all leading to the ultimate adoption of a master plan for the Region when all studies, data, maps, charts, and tables have been completed; and

WHEREAS, pursuant to Section 66.945(10) of the Wisconsin Statutes, a regional transportation plan for the year 2000 was duly adopted at the meeting of the Southeastern Wisconsin Regional Planning Commission held on the 1st day of June 1978 as part of the master plan for the physical development of the Region, such plan being comprised of:

1. The regional transportation plan contained in SEWRPC Planning Report No. 25, A Regional Land Use Plan and a Regional Transportation Plan for Southeastern Wisconsin--2000, Volume One, Inventory Findings, published in April 1975, and Volume Two, Alternative and Recommended Plans, published in May 1978; and
2. The map attached to the back cover of Volume Two of SEWRPC Planning Report No. 25 and entitled, "Transportation Plan for the Southeastern Wisconsin Region: 2000"; and

WHEREAS, the regional transportation plan contains with respect to the regional freeway system both a lower and an upper tier, with the lower tier consisting of a short-range element and the upper tier consisting of a long-range element; and

WHEREAS, such plan includes in the lower tier a recommendation for the construction of the Lake Freeway South from the southerly terminus of the Daniel Webster Hoan Memorial Bridge to E. Layton Avenue as a freeway facility, together with the acquisition of right-of-way for a freeway facility south of E. Layton Avenue to the Wisconsin-Illinois State line and the initial construction on that right-of-way of a limited access standard surface arterial facility, and in the upper tier the ultimate conversion of such a surface arterial highway south of E. Layton Avenue to a freeway; and

WHEREAS, a true, correct, and exact copy of Commission Resolution No. 78-6 adopting the regional transportation plan, together with a complete and exact copy of the plan consisting of Volumes One and Two of the aforementioned SEWRPC Planning Report No. 25, was certified to each of the local legislative bodies in the Region and to other public bodies and agencies affected, including the Wisconsin Department of Transportation and the U. S. Department of Transportation, Federal Highway Administration and Federal Urban Mass Transportation Administration; and

WHEREAS, by letter dated August 24, 1978, the Secretary of the Wisconsin Department of Transportation formally advised the Commission that, while the Department endorsed in concept both the lower and upper tier recommendations

of the regional transportation plan as they pertain to the Lake Freeway South, the Department as a practical matter would not have the funds for at least a decade to construct the Lake Freeway South to E. Layton Avenue or to purchase right-of-way for the Lake Freeway South south of E. Layton Avenue, and accordingly suggested that nonfreeway alternatives to effecting an appropriate connection to the southerly terminus of the Daniel Webster Hoan Memorial Bridge be considered by the Commission and the local units of government concerned; and

WHEREAS, the Vice Chairman of the Commission held numerous meetings on this matter with representatives of the business, industrial, and labor communities, and with appointed and elected officials of the Cities of Cudahy, Milwaukee, Oak Creek, St. Francis, and South Milwaukee; and

WHEREAS, a well-attended public hearing was held on the matter by the Milwaukee County Transportation and Public Works Committee in the City of St. Francis on April 14, 1981, with the testimony at that hearing on balance being generally in favor of the proposed substitution of a surface arterial for the Lake Freeway South; and

WHEREAS, by Resolution No. 80-1275 adopted by unanimous vote of the Milwaukee County Board of Supervisors on the 12th day of May 1981, and approved by the Milwaukee County Executive on the 19th day of May 1981, Milwaukee County has requested and recommended that the Commission remove the Lake Freeway South from the adopted regional transportation plan for the year 2000 and substitute in its place a four-lane surface arterial highway along the Chicago and Northwestern Railroad right-of-way from the Daniel Webster Hoan Memorial Bridge south to the Milwaukee County line; and

WHEREAS, the construction of the Daniel Webster Hoan Memorial Bridge without an adequate connection to its southerly terminus has created and may be expected to continue to create undesirable traffic patterns with adverse land use and air quality impacts upon the neighborhoods lying immediately south of the bridge; and

WHEREAS, a four-lane limited access surface arterial facility extending from the southerly terminus of the Daniel Webster Hoan Memorial Bridge through Milwaukee, Racine, and Kenosha Counties, while not as effective as a freeway in terms of capacity or operating characteristics, could have substantial beneficial impacts of a traffic, land use, air quality, and motor fuel consumption nature; and

WHEREAS, the ultimate construction of a four-lane limited access surface arterial facility in the Lake Freeway South corridor would provide a means for extending high speed transit service over the Daniel Webster Hoan Memorial Bridge to serve the southeast portion of the Milwaukee urbanized area; and

WHEREAS, the action requested and recommended by the Milwaukee County Board of Supervisors and the Milwaukee County Executive is fully consistent with the suggestion made by the Secretary of the Wisconsin Department of Transportation that a more affordable and attainable nonfreeway alternative be considered in the Lake Freeway South corridor; and

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WHEREAS, Milwaukee County with the assistance of the Commission staff in considering this matter has prepared a preliminary feasibility report, dated April 3, 1981, pertaining to that portion of the Lake Freeway South corridor south to E. Layton Avenue, which report concludes that a limited access four-lane surface arterial facility could be constructed along the Chicago and Northwestern Railroad right-of-way south of the Daniel Webster Hoan Memorial Bridge to E. Layton Avenue without significant community disruption and at a cost approximating one-third of the cost of constructing the planned Lake Freeway in this same corridor; and

WHEREAS, Section 66.945(9) of the Wisconsin Statutes authorizes and empowers the Regional Planning Commission, as the work of making the whole master plan progresses, to amend, extend, or add to the master plan or carry any part of such matter thereof into greater detail.

NOW, THEREFORE, BE IT RESOLVED:

FIRST: That the regional transportation plan for the year 2000 being a part of the master plan for the physical development of the Region and comprised of SEWRPC Planning Report No. 25, Volumes One and Two, which plan was adopted by the Commission as part of the master plan on the 1st day of June 1978, be and the same hereby is amended as follows:

1. The Lake Freeway South from the Daniel Webster Hoan Memorial Bridge to the Wisconsin-Illinois State line as included in the lower and upper tiers of the plan is hereby removed from the plan and any distinction between the upper and lower tier of the plan with respect to the Lake Freeway South corridor is hereby eliminated.
2. A four-lane limited access surface arterial highway facility along the Chicago and Northwestern Railroad right-of-way from the south end of the Daniel Webster Hoan Memorial Bridge to E. Layton Avenue in general accord with the concept definition report prepared by Milwaukee County dated April 3, 1981, which report is attached hereto and made a part hereof, is hereby added to the plan.
3. A four-lane limited access surface arterial highway extending south from E. Layton Avenue to the Wisconsin-Illinois State line through Milwaukee, Racine, and Kenosha Counties generally along the alignment previously defined for the Lake Freeway South, is hereby added to the plan.
4. The Wisconsin Department of Transportation is hereby requested to conduct a preliminary engineering study for that portion of the recommended surface arterial facility from the south end of the Daniel Webster Hoan Memorial Bridge to E. Layton Avenue taking into account the concept definition report prepared by Milwaukee County and the planning and design recommendations set forth in Resolution No. 80-1275 adopted by the Milwaukee County Board of Supervisors and approved by the Milwaukee County Executive.
5. The Wisconsin Department of Transportation is further hereby requested to conduct in cooperation with the Regional Planning Commission and the county and local units of government concerned a

feasibility study pertaining to that portion of the recommended surface arterial facility from E. Layton Avenue to the Wisconsin-Illinois State line, such feasibility study being intended to establish the general horizontal and vertical alignment of the proposed facility, as well as right-of-way requirements, access control requirements, and the location of a southern terminus of the facility.

SECOND: That a true, correct, and exact copy of this resolution and its attachments shall be forthwith distributed to each of the local legislative bodies of the local governmental units within the Region entitled thereto and to such other bodies, agencies, or individuals as the law may require or as the Commission or its Executive Committee or its Executive Director in their discretion shall determine and direct.

The foregoing resolution upon motion duly made and seconded was regularly adopted at a meeting of the Southeastern Wisconsin Regional Planning Commission on the 18th day of June 1981, the vote being: ayes 18, and nays 0.



Alfred G. Raetz
Chairman

ATTEST:



Kurt W. Bauer
Deputy Secretary

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COUNTY OF MILWAUKEE
INTER-OFFICE COMMUNICATION 2342 R1

DATE : April 3, 1981
TO : Supervisor Harout O. Sanasarian
FROM : Legislative Research Analyst
SUBJECT : Lake South Roadway

Per your request, County Board staff has been working with staff of the Milwaukee County Department of Public Works and the Southeastern Wisconsin Regional Planning Commission (SEWRPC) to determine the feasibility of constructing a four-lane roadway along the Chicago and Northwestern Railroad right-of-way between the south end of the Daniel Webster Hoan Memorial Bridge and East Layton Avenue.

Attached you will find a report from the Department of Public Works which discusses the potential for locating a roadway along the railroad right-of-way. The purpose of this report was to provide a design and location that would minimize impact on privately owned residential and other properties in the corridor.

You will also find attached a report, prepared by the SEWRPC, which presents their preliminary estimates of average daily traffic volumes on the proposed roadway, on the Hoan Bridge and on existing surface arterial streets in the corridor that would be affected by the roadway. Included in these estimates are figures that reflect the effect of providing access at East Howard Avenue. These were included at the request of County Board staff because of the desire of some St. Francis officials to have access to the proposed roadway at some point in St. Francis, preferably at East Howard Avenue. However, it is recommended that your proposal remain intact, without any access points between the Hoan Bridge and Layton Avenue, until such time as the City of St. Francis formally requests that it be modified to include access at East Howard Avenue or some other location within the city.

The SEWRPC report also discusses the potential for transit service as well as the effect on motor fuel consumption and air pollution emissions that could be expected if the roadway were constructed.

To briefly summarize, the reports show that:

- 1) The only route that can traverse the corridor between the Hoan Bridge and Layton Avenue, without significant community disruption, is along or on the Chicago and Northwestern Transportation Company right-of-way.

A large portion of the proposed roadway would be located in the east side of the railroad right-of-way. South of Carferry Drive, where the railroad presently has four sets of tracks, the easterly two sets would be removed.

Whether the railroad can maintain existing service with the two remaining tracks and the cost of purchasing the required right-of-way would have to be determined through negotiations with the railroad.

- 2) In some locations, parts of privately owned land would be required. Attached to this report is a listing of properties that would be affected.

Parts of lands adjacent to the railroad and owned by the Wisconsin Electric Power Company and the City of Milwaukee would also be required.

Fifty-seven of the properties owned by Milwaukee County in the Lake Freeway South-corridor could be sold and placed back on the tax rolls. Three homes presently owned by the County would be required for the roadway.

- 3) New bridges will be required at cross streets presently grade separated from the railroad. The report of the Department of Public Works suggests bridges at the following streets: Whitnall, Bolivar (instead of Leroy), Howard (instead of Tripoli), Norwich, St. Francis, Oklahoma, Kinnickinnic, Pryor, Russell and Carferry.

A highway tunnel 440 feet long is necessary for the roadway under the merging tracks near St. Francis Avenue.

- 4) An environmental impact statement (EIS) will be required. Some of the impacts to be studied are: noise, air, water, historic sites, parks, social, economic, right-of-way, and relocation and energy analysis. Based on the preliminary information included in this report and the past standards used for reviewing an EIS, it is likely that an EIS for this route would be approved.
- 5) As indicated earlier, the attached SEWRPC report shows the estimated effect on traffic that the proposed roadway would have. It is estimated that the roadway would remove a total of 33,000 to 39,000 vehicles per average weekday from the surface arterials in the area served.
- 6) The proposed roadway would be ideal for operation of transit service. Substantial unused land is available on the airport and on a former City of Milwaukee landfill site adjacent to the Layton Avenue exit. It is estimated that on an average weekday, 3,500 to 4,200 transit riders may be expected to be carried over the proposed roadway and the Hoan Bridge. This may result in an additional 2,500 to 3,000 vehicles being removed from the surface streets in the area served. If this occurred, the traffic volumes listed in the SEWRPC report could be further reduced.

- 7) In regards to motor fuel savings and reductions in hydrocarbon and carbon monoxide emissions that would result from the construction of the roadway, it is estimated that annual motor fuel savings of from 500,000 to 1,240,000 gallons could be expected and that 36-48% reductions in both hydrocarbon and carbon monoxide emissions could be expected. Oxides of nitrogen could be expected to be increased from 43-47% per year.
- 8) The estimated total cost for the roadway is \$30,840,000 plus the cost of acquiring the railroad right-of-way. This is in contrast to the estimated cost of \$90,000,000 for the freeway alternative.

In addition to the cost and other benefits cited in this report, it is projected that fewer residences and commercial buildings (6 residences and 2 commercial buildings) will have to be acquired for the roadway as compared to the estimated 437 residences and 19 commercial buildings required for the Lake Freeway South. An earlier study done by County Board staff estimated the loss in tax base, in 1977 dollars, due to right-of-way clearance for the Lake Freeway South to be over \$6.0 million.

The report prepared by the Department of Public Works concludes that the construction of a roadway along the Chicago and Northwestern Railroad right-of-way is feasible. It is currently estimated that approximately \$500,000 is necessary to complete the required preliminary engineering for the roadway as well as to complete the required environmental impact statement (EIS).

It is hoped that this report provides the information you requested. County Board staff, as well as staff of the Department of Public Works and the SEWRPC, are available to answer any questions you may have.


Terry Kocourek

TK:mjg

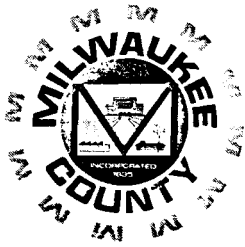
PROPERTY NEEDED TO BE ACQUIRED FOR PROPOSED LAKE SOUTH ROADWAY

	<u>Address in City of Milwaukee</u>	<u>To Be Acquired</u>	<u>Already Owned</u>	<u>Partial Taking Lands Only</u>	<u>Partial Taking Lands & Structure</u>	<u>Shed or Garage</u>	<u>Residence Type</u>	<u>No. of Dwelling Units</u>
1	2423-25-27 S.St.Clair	X			X	X	Commercial and Residential	2
2	2429 S. St.Clair	X		X				
3	2433-33A-35 S.St.Clair	X			X	X		
4	2455 S.St.Clair	X		X				
5	2461 S.St.Clair	X			X	X		
6	2463 S.St.Clair	X		X				
7	1705 E.Oklahoma		X		Full		Residential	1
8	1700 E.Euclid		X		Full		Residential	1
9	3139 S.Ellen		X		X	X		
10	Land Adj. to 9		X	X				
11	3147 S.Ellen	X		X				
12	3151 S.Ellen	X			X	X		
13	3153 S.Ellen		X		X	X		
14	3163 S.Ellen	X			X	X		
15	3173 S.Ellen		X		Full	X	Residential	1
16	3303 S.Ellen	X			X	X		
17	3307 S.Ellen	X		X				
18	3313 S.Ellen	X		X				
19	3319 S.Ellen		X	X				
20	3325 S.Ellen	X		X				
21	3329 S.Ellen	X		X				
22	3335-35A S.Ellen	X		X				
23	3341-43 S.Ellen	X			X	X		
24	3345 S.Ellen	X		X				
25	Land adj. to 24	X		X				
26	3357 S.Ellen	X		X				
27	3403 S.Ellen	X			Full	X	Residential	1
28	3409-09A S.Ellen	X			X	X		
29	3419 S.Ellen	X			Full	X	Residential	1
30	3421 S.Ellen	X		X				
31	3429 S.Ellen	X		X				
32	3435-35A S.Ellen	X			X	X		
33	3439 S.Ellen	X		X				
<u>In City of St. Francis</u>								
34	3630 S.Arctic	X			X		Commercial	
35	Bldg. S.Side, E.Cora at Arctic	X			X		Commercial	
36	3705 S.Bombay	X			X	X		
37	3709-09A S.Bombay	X			X	X		
38	3713 S.Bombay	X			X	X		
39	3723 S.Bombay	X			X	X		
40	3727 S.Bombay	X			X	X		
41	3733 S.Bombay	X		X				
42	2239 E.Tripoli	X			Full	X	Residential	1
43	Land adj. to 44	X		X				
44	3923 & B S.Pennsylvania	X		X				
45	3935 S.Pennsylvania	X		X				

DEPARTMENT OF PUBLIC WORKS

GERALD SCHWERM • Director

ROBERT BRANNAN • Deputy



Milwaukee County

PROFESSIONAL SERVICES DIVISION

March 26, 1981

Mr. Glenn E. Bultman
Director, County Board Services

In early February you requested that DPW investigate the potential for locating a four lane roadway between the south end of the Hoan Bridge and Layton Avenue along or immediately adjacent to the Chicago and Northwestern Railroad Right of Way.

The goal was to provide a design and location that would minimize impact on privately owned residential and other properties in the corridor.

The concept study is complete and the report is forwarded herewith. The study concludes that the suggested design can minimize disruption and adverse impact on the adjacent community and concurrently offer major traffic improvements.

Sincerely,

R. W. Brannan

R. W. Brannan
Deputy Director

RWB:ra
Attachment

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LAKE-SOUTH CORRIDOR FEASIBILITY REPORT

By Milwaukee County Department of Public Works

I. INTRODUCTION

The transportation corridor south from the Hoan Bridge is presently served by arterials that do not meet the transportation needs of the residents of the southeast part of Milwaukee County in a manner consistent with energy conservation and desirable travel time. The bridge, constructed at substantial cost, is consequently underutilized and will not fulfill its potential benefit to the community until the route to the south is improved. The bridge has also increased the traffic on residential streets so as to create an increased problem with noise, air pollution and traffic safety.

Previous plans for extension of the Lake Freeway south have been conceived on the premise of providing capacity to carry the projected traffic movements at an optimum level of service, but the resulting six-lane freeway cannot be cut through neighborhoods without considerable cost and substantial destruction of existing homes and businesses. Strong citizen opposition to cutting a swath through the Bay View area has been expressed for many years.

This study explores the feasibility of constructing a roadway that will

- (1) remove through traffic from the overloaded arterial and residential streets,
- (2) conserve energy, (3) not physically disrupt the existing neighborhoods,
- (4) minimize the cost of construction, and (5) minimize the loss of residential housing units and tax base.

II. DESIGN AND LOCATION

The study corridor runs from the south end of the Hoan Bridge through the Milwaukee County southeast side to the south county line. South of Layton Ave.

there are two alternatives -- one following the railroad right-of-way along the airport and the other using Pennsylvania Ave. improved as a boulevard. Both are perceived to be capable of serving future development, but a review of them is not included in this report.

The three miles of the corridor between the Hoan Bridge and Layton Ave. is almost fully developed with established neighborhoods and presents the greatest problem in route location. In fact, the only route that can traverse the corridor without significant community disruption is along or on the Chicago and Northwestern Transportation Company right-of-way.

A suggested location substantially within the railroad right-of-way appears to be feasible inasmuch as a four-lane divided roadway will generally fit into the right-of-way together with two sets of railroad track. Because of the existing grade constraints along the railroad right-of-way, this route requires grade separations at crossing streets in the vicinity of those used for the railroad tracks.

Connections with local streets have not been considered because they require additional right-of-way and relocation of dwellings or businesses as well as increase costs. An entrance/exit would be desirable somewhere in St. Francis to maximize the benefits of this roadway for this area. The optimum location would be east of the roadway at Howard Ave., if Howard Ave. was extended to KK because Howard Ave. is already improved west of the proposed roadway.

This would provide access via Pennsylvania and KK Ave. to most of St. Francis and it would relieve the congestion on many neighborhood streets as well as on Layton Ave. This location would require additional acquisition, but because St. Francis has already reserved much of this land to extend

E. Howard Ave., most of the land is vacant. Design alternatives should be prepared for this or any other option proposed only if the local municipality requests such a study. The effect of any interchange could not be determined until the design and location was determined. An at-grade intersection is possible at St. Francis Ave. where the tracks divide, but not desirable because the tracks would intersect rather than go over the roadway.

Structures Required

At cross streets presently grade separated from the railroad, new bridges will be required. Bridges are proposed at the following streets: Whitnall, Bolivar (instead of Leroy), Howard (instead of Tripoli), Norwich, St. Francis, Oklahoma, Kinnickinnic, Pryor, Russell and Carferry.

A highway tunnel 440 feet long is necessary for the roadway under the merging tracks near St. Francis Avenue.

Retaining walls are necessary to avoid taking land for slope purposes wherever grade differentials exist with respect to adjacent property.

Roadway Cross Section

Dual pavements, 28 feet wide curb to curb, are proposed in a 70 foot right-of-way. General Motors type barriers are proposed between the dual pavements and between the pavement and railroad track. See attached Exhibit.

Right-of-Way Requirements

A 70 foot wide right-of-way is proposed, most of which would be located in the east side of the Chicago and Northwestern Transportation Company right-of-way. South of Carferry Drive, where the railroad presently has four sets of tracks, the easterly two sets would be removed. During the planning of the proposed freeway, the railroad had stated that existing service could be maintained with the two remaining tracks, but it is unknown if this is still possible.

In some locations, parts of privately owned land would be required. Thirty-eight such partial takings are indicated on the map.

Parts of lands owned by the Wisconsin Electric Power Company and the City of Milwaukee, adjacent to the railroad, would also be required.

Milwaukee County presently owns 60 properties in the Lake-South Extension corridor, two in St. Francis and 58 in Milwaukee. These were acquired as hardship cases for the Lake Freeway. Most of these properties have homes on them, which are presently being rented. Three of these homes would be required for the proposed road. The rest of the properties could be sold and thereby placed back on the tax rolls.

III. UTILITY CONSIDERATIONS

1. Utilities

a. West Shore Pipe Line.

A 16" pipe exists (by easement with the CNWRR) within the easterly 10 feet of the railroad right-of-way. This line conducts liquid petroleum products from the county line and beyond to the harbor area. The roadway is proposed to occupy the same general location. Construction directly over the pipe line would change the loading (weight) and may affect the stability of the pipe and its ability to function. The City of Milwaukee Harbor Commission has been requiring the removal of the fuel storage tanks, which serve the pipe line, as existing leases expire. A complete review of the future use of this pipe line is required.

b. Wisconsin Electric Power Company

A pole line is located in the general area of the proposed roadway.

A substation is located on the north side of Russell Avenue adjacent to the City of Milwaukee Harbor Commission tail track right-of-way.

2. A pedestrian underpass at Morgan Avenue may have to be relocated.

3. A pedestrian overpass at Rusk Avenue may have to be reconstructed.

4. Railroad

a. A roadway tunnel is required where the two CNWRR lines cross (at approximately St. Francis Avenue).

b. Reconstruction of railroad segments would probably require a temporary track in some areas.

c. Extensive track removal is required; but, as stated, the tracks may not be needed by the railroad. The removal of these tracks would reduce maintenance costs for the CNWRR.

IV. ENVIRONMENTAL CONSIDERATIONS

An environmental impact statement (EIS) will be required, according to regulations of either the National Environmental Policy Act or the Wisconsin Environmental Policy Act, depending on the source of the financing involved. The applicable EIS will consider the impacts of the proposed roadway on the human environment. Some of the impacts to be studied in the EIS are: noise, air, water, historic sites, parks, social, economic, right-of-way and relocation, and energy analysis.

V. OPERATIONAL CONSIDERATIONS

1. Traffic

Layton Avenue is already congested during peak hours. If the proposed road is terminated at Layton Avenue, particularly if no connections

are provided between Carferry Drive and Layton Avenue, the increased volume of traffic would overload Layton Avenue in the immediate vicinity of the junction. An alternate would be to include a connection to Pennsylvania Avenue south of Layton, in addition to the Layton Avenue Terminus, to disperse traffic at two points.

Preliminary planning is underway for the reconstruction of Layton from Howell Avenue to Lake Drive. The portion between Ahmedi Avenue and Pennsylvania Avenue, including a replacement bridge for the existing structure over the CNWRR, is planned for early construction. The plans for this bridge should be reviewed to consider this alternative.

2. Snow Plowing and Storage

The proposed roadway is planned on a 70 foot width of right-of-way, which provides for five feet from the curb to the outer edge of right-of-way, on both sides. The width is minimal but adequate for plowed snow storage assuming average snowfall conditions. The plowed snow will have to be removed during early morning hours to prepare for the next storm. In the event of heavy snowfall or a series of storms, the outer traffic lane may be closed until the snow is trucked out.

3. Emergency Access

Because of the minimum width of right-of-way, no emergency or distress turnout areas are proposed. It is important that access for emergency vehicles be provided for rapid removal of disabled vehicles. Further study will be required to determine the best way to accomplish this.

4. Mass Transit Possibilities

Freeway Flyer and Park-Ride lot service in this area is needed. Several vacant County- and Municipal-owned parcels could be considered for park-ride use. However, because no freeway exists in the area, the flyer route would have to operate on existing arterial streets between the Layton Avenue area and the south end of the Hoan Bridge at Carferry Drive. Resistance to bus service on Superior Street and concerns relative to soil conditions at select sites along the lakefront has deferred consideration for such service. The proposed roadway to Layton Avenue would remove these drawbacks. Substantial unused land is available on the airport and on a former City of Milwaukee landfill site adjacent to the Layton Avenue exit.

VI. COST CONSIDERATIONS

The estimated total cost for the roadway is \$30,840,000 plus the cost of acquiring rights to locate on the railroad right-of-way. This is in contrast to the estimated cost for the Lake Freeway South of \$90,000,000.

The estimated cost for the proposed roadway can be broken down as follows:

1. Construction

Roadway (16,090 L.F. @ \$240)	\$ 3,900,000
Bridges (11)	9,772,000
Retaining Walls	8,200,000
GM Barrier	
Median	\$482,700
Roadside	\$175,000
	<u>657,700</u>
	\$22,529,700

2. Railroad Work

Track Removal, Ballast,

Runaround, Track

Laying, Re-Alignment 354,000

Engineering & Contingencies

(15% X \$22,883,700) \$3,432,000

Utilities

(6% X 22,883,700) \$1,373,000
\$27,688,700

3. Railroad Right-of-Way

(Not known at this time)

4. Other Right-of-Way

Privately owned, WEPCO

and City of Milwaukee 3,150,000

Total (Excluding purchase of
railroad right-of-way) \$30,838,700

VII. BENEFITS

There are several benefits to be gained from constructing the proposed roadway rather than a freeway. They include:

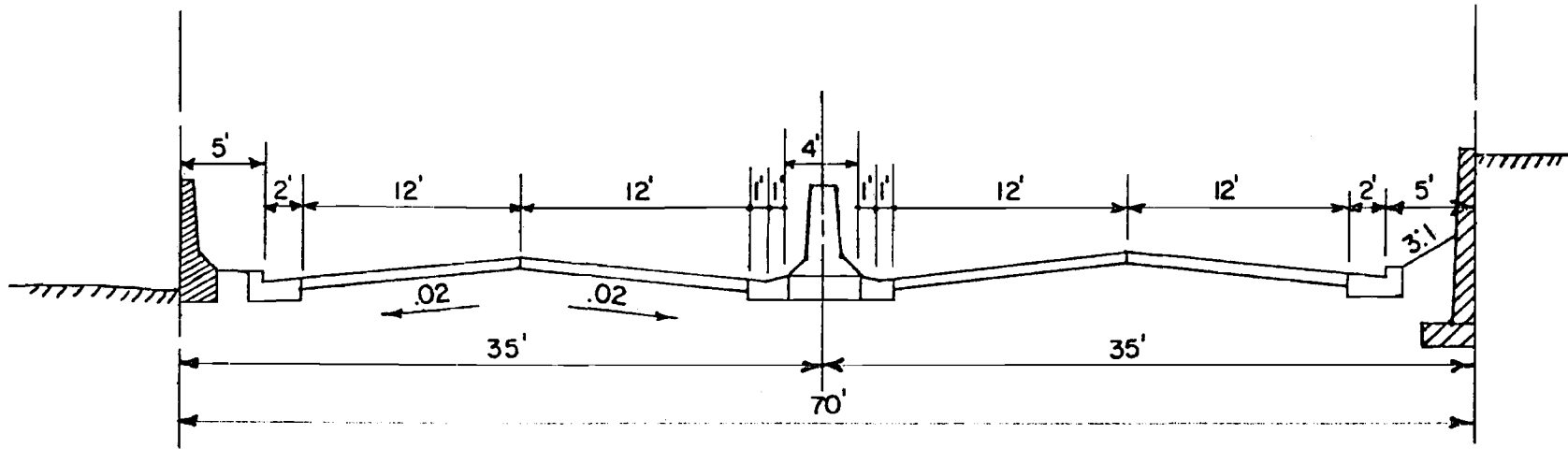
1. Fewer residences and commercial buildings required.
 - a. Proposed plan: 3 residences, 2 commercial buildings.
 - b. Freeway alternate: 437 residences, 19 commercial buildings.
2. Lower Cost.
3. Less privately owned land taken off tax rolls.
4. A return to the tax rolls of many of the properties now owned by Milwaukee County.

5. A potential improvement in air quality due to reduced traffic carrying capacity. Also a potential improvement in air quality over a do-nothing alternative from less stop and go traffic.
6. Less disruption to existing streets and public utilities.

VII. SUMMARY

The construction south from the Hoan Bridge of a roadway located substantially within the Chicago and Northwestern Transportation Co. right-of-way to Layton Avenue is feasible.

This less costly alternative to the presently mapped Lake Freeway is minimally disruptive to the community and is a viable solution in filling the void of acceptable routes from the Hoan Bridge to the south.



TYPICAL SECTION 4-LANE ROADWAY

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

916 NO. EAST AVENUE

• P.O. BOX 769

• WAUKESHA, WISCONSIN 53187

• TELEPHONE (414) 547-6721

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March 31, 1981

Mr. Terry D. Kocourek
Research Analyst
Milwaukee County
Milwaukee County Courthouse
901 N. Ninth Street
Milwaukee, Wisconsin 53233

Dear Mr. Kocourek:

In response to your verbal request made at the interagency staff meeting held on March 24, 1981, the Commission staff has completed additional preliminary traffic analyses of the proposed surface arterial street connection from the south end of the Daniel Webster Hoan Memorial Bridge to a point south of E. Layton Avenue, with access northbound from and southbound to E. Layton Avenue. Attached hereto are the following tables setting forth the findings of those additional analyses:

1. Table 1--This table sets forth estimated average daily traffic volumes on the Daniel Webster Hoan Memorial Bridge and on alternative arterial street extensions of that bridge to E. Layton Avenue. The two alternative street extensions are described in the table and basically vary with respect to the degree of access provided.
2. Table 2--This table sets forth estimated average daily traffic volumes on existing surface arterial street facilities in the corridor that would be affected by the proposed extension of a new surface arterial street both with and without access to E. Howard Avenue from the Hoan Bridge to E. Layton Avenue. Current traffic volumes are presented for these surface arterial facilities, as well as findings as to the probable operating status of such facilities. It may be seen from the table that the proposed facilities would remove a total of 33,000 to 39,000 vehicles per average weekday from the surface arterials in the area served.

It should be noted that in developing the data presented in the two tables attached hereto, it has been assumed that either a new or an improved arterial facility will eventually be provided south of E. Layton Avenue to E. Ryan Road to facilitate traffic flow and the provision of transit services.

With respect to transit service, the analyses indicate that in the design year, 3,500 to 4,200 transit riders may be expected to be carried over the proposed new surface arterial and the Hoan Bridge on an average weekday. This may be expected to remove an additional 2,500 to 3,000 vehicles per average

Mr. Terry D. Kocourek
Page 2
March 31, 1981

weekday from the surface streets in the area served. Two new park-ride lots are envisioned under this alternative--one at E. Layton Avenue having a capacity of about 200 spaces, and one at E. Rawson Avenue, having a capacity of about 425 parking spaces.

Preliminary estimates were also made of the anticipated savings in motor fuel consumption and the changes in air pollution emissions that would be attendant to the construction of the proposed facility for the entire study corridor bounded by S. Howell Avenue on the west, E. Lincoln Avenue on the north, Lake Michigan on the east, and E. Layton Avenue on the south.

For the alternative which proposes the extension of the surface arterial without the provision of access to E. Howard Avenue, the reduction in travel on existing surface arterial streets and the substitution of that travel on the proposed extension to the Hoan Bridge would result in an anticipated annual motor fuel savings of from 500,000 to 1,130,000 gallons, or 32 to 59 percent for trips that would be accommodated on the proposed facility. Reductions in hydrocarbon and carbon monoxide emissions in this corridor could be expected to approximate 49 and 611 tons per year, or 38 and 36 percent, respectively. Oxides of nitrogen could be expected to be increased by about 41 tons, or 47 percent, per year. Under the alternative which proposes the extension of the surface arterial with full access to be provided at E. Howard Avenue, the reduction in travel on existing surface arterial streets and the substitute of that travel on the proposed extension to the Hoan Bridge would result in an anticipated annual motor fuel savings of from 700,000 to 1,240,000 gallons, or 32 to 59 percent for the trips that would be accommodated on the proposed facility. Reductions in hydrocarbon and carbon monoxide emissions in this corridor could be expected to approximate 53 and 733 tons per year, or 36 and 38 percent, respectively. Oxides of nitrogen could be expected to be increased by about 43 tons, or 43 percent, per year.

We trust that the foregoing data is fully responsive to your request. Should you have any questions concerning the preliminary data transmitted herewity, please do not hesitate to call.

Sincerely,



Kurt W. Bauer
Executive Director

KWB/jms

Enclosures

cc: Mr. Harout O. Sanasarian, Supervisor, Milwaukee County Board of Supervisors
Mr. Robert W. Brannan, Deputy Director, Department of Public Works,
Milwaukee County

Table 1

PRELIMINARY ESTIMATES OF AVERAGE DAILY TRAFFIC VOLUMES
ON THE DANIEL WEBSTER HOAN MEMORIAL BRIDGE AND
ALTERNATIVE SURFACE ARTERIAL EXTENSIONS TO E. LAYTON AVENUE: 2000

Description of Alternative	Arterial Segment	Probable Range of Traffic Volume (Vehicles per Average Week Day)
Do Nothing	Hoan Bridge	25,000-28,000
Construct new surface arterial from Carferry Drive to E. Layton Avenue; no intermediate points of access; complete southbound on-ramp and northbound off-ramp at Carferry Drive interchange	Hoan Bridge Extension to E. Layton Avenue	34,000-36,000
		32,000-33,000
Construct new surface arterial from Carferry Drive to E. Layton Avenue; provide access at E. Howard Avenue; complete southbound on-ramp and northbound off-ramp at the Car-ferry Drive interchange ^a	Hoan Bridge Extension to E. Layton Avenue	39,000-42,000
		33,000-39,000

^aThese alternatives assume that either a new or an improved arterial facility will be provided south of E. Layton Avenue to E. Ryan Road by the year 2000.

Source: SEWRPC.

Table 2

PRELIMINARY ESTIMATES OF AVERAGE DAILY TRAFFIC VOLUMES ON EXISTING SURFACE ARTERIAL FACILITIES
AFFECTED BY THE PROPOSED EXTENSION OF A SURFACE ARTERIAL FROM THE
DANIEL WEBSTER HOAN MEMORIAL BRIDGE TO E. LAYTON AVENUE

Surface Arterial Name Termini		Range of Current (1978-1980) Traffic Volumes (Vehicles Per Average Weekday)	Probable Range of Future (2000) Traffic Volumes (Vehicles per Average Weekday)			Probable Congestion Status in Year 2000 During Peak Periods ^a		
			Without Proposed Surface Arterial Extension	With Proposed Surface Arterial Extension		Without Proposed Surface Arterial Extension	With Proposed Surface Arterial Extension	
				Without Access at E.Howard Ave.	With Access at E.Howard Ave. ^b		Without Access at E.Howard Ave.	With Access at E.Howard Ave.
S.Clement Ave.	S.Kinnickinnic Ave. to S. Whitnall Ave.	3,100-4,400	14,000-18,000	5,000-8,000	5,000-8,000	Yes	No	No
S.Howell Ave.	E.Layton Ave. to E.Howard Avenue	18,000-19,000	20,000-28,000	18,000-20,000	18,000-20,000	No	Yes	No
S.Kinnickinnic Avenue	E.Russell Ave. to E.Clement Avenue	13,400	26,000-30,000	20,000-22,000	14,000-18,000	Yes	Yes	No
	E.Clement Ave. to E. Howard Avenue	11,500-12,000	15,000-18,000	16,000-18,000	10,000-13,000	Yes	Yes	Yes
E.Layton Ave. ^c	S.Howell Ave. to S.Pennsyl- vania Avenue	15,000-23,000	19,000-23,000	14,000-20,000	14,000-20,000	No	No	No
Proposed Extension of E. Howard Ave.	From proposed roadway to Pennsylvania Avenue	--	--	--	7,000-10,000	--	--	No
Proposed Extension of E. Howard Ave.	From proposed roadway to Kinnickinnic Avenue	--	--	--	7,000-10,000	--	--	No
E.Russell Ave.	S.Kinnickinnic Ave. to S. Superior St.	8,000	16,000-18,000	10,000-12,000	4,000-6,000	Yes	No	No
S.Superior St./ S.Lake Drive	E.Russell Ave. to E. Layton Avenue	7,000-10,000	14,000-17,000	6,000-11,000	6,000-11,000	Yes	No	No
S.Whitnall Avenue ^c	E.Layton Ave. to S.Clement Avenue	13,000-17,000	18,000-20,000	13,000-15,000	13,000-15,000	Yes	No	No

^aAssumes on-street parking would be restricted where required during peak travel periods to enable full use of pavement for traffic movements.

^bIt is assumed that E. Norwich Avenue and S. Pennsylvania Avenue would be used to access the E. Howard Avenue interchange with the proposed surface arterial if E. Howard Avenue is not extended east to S. Kinnickinnic Avenue.

^cAnalyses assume street widenings and consequent additional capacity of these facilities as recommended in adopted regional transportation plan.

Source: SEWRPC

(Item 4) A resolution by Supervisors Sanasarian, Ryan and Cupertino demapping the Lake Freeway South corridor and providing for a study by all concerned parties to identify alternative non-freeway transportation improvements in this corridor, by recommending adoption of the following substitute resolution:

WHEREAS, the General Plan for Expressways in Milwaukee County, calls for the development of an expressway from the south terminus of the Hoan Memorial Bridge along a corridor south to the Milwaukee County line; and

WHEREAS, the Secretary of the Wisconsin Department of Transportation in endorsing the Regional Transportation Plan for the year 2000, has indicated that the Department cannot foresee any future freeway construction in the Lake Freeway corridor during at least the next decade due to severe funding problems; and

WHEREAS, recent events by municipal units of government with regulatory authority over lands in the Lake Freeway corridor have shown that they are unwilling to keep free from development the lands needed to construct the Lake Freeway and prefer to allow new construction on these lands; and

WHEREAS, owners of property within the corridor have experienced difficulty in selling their land due to the uncertainty of freeway construction; and

WHEREAS, the return of the corridor land to the tax rolls will benefit all county residents and provide land for future economic growth; and

WHEREAS, it is realized that the demapping of the Lake Freeway will require action by the Southeastern Wisconsin Regional Planning Commission to remove the freeway from the adopted Regional Land Use and Transportation Plan for Southeastern Wisconsin for the year 2000; and

WHEREAS, the State Department of Transportation in its plan for the year 2000 calls for consideration to alternative non-freeway improvements in the corridor in order to adequately accommodate traffic flow in the corridor; and

WHEREAS, on April 13, 1981, the Executive Committee of the SEWRPC took formal action to express its full support for the detailed consideration by the Wisconsin Department of Transportation of the planning, design and construction of a four-lane surface arterial road way from the southerly terminus of the Hoan Memorial Bridge to East Layton Avenue and further directed that, should the County Board of Supervisors take action, steps be taken by the Commission Planning and Research Committee and the Commission staff to prepare such materials as may be necessary to formally amend the adopted regional transportation plan; and

WHEREAS, on April 21, 1981, the Common Council of the City of St. Francis approved Resolution No. 1404, supporting the removal and "de-mapping" of the extension of the Lake Freeway South from the General Plan for Expressways for Milwaukee County and tentatively supporting the substitution of a state four-lane roadway along the Chicago and Northwestern Railroad right-of-way and supporting the need for a study, provided

- A. That the City be allowed to participate in such study and activity resultant from such study;
- B. That due consideration be given to the needs and welfare of the residents of the City of St. Francis;
- C. That an "on-off" ramp be provided in the City of St. Francis at East Howard and East Bolivar Avenues;

D. That the study not cease at East Layton Avenue, but cover the entire Milwaukee County between the Hoan Bridge and the south line of the County; and

E. That provisions be made for bridges at South Whitnall Avenue, East Bolivar Avenue, East Howard Avenue (with an extension to South Kinnickinnic Avenue) and East Tripoli Avenue; and

WHEREAS, the original proposal for the roadway did not contain any access points for the sole purpose of receiving input from the municipalities affected; and

WHEREAS, providing access as requested by the City of St. Francis would be a desirable and logical addition to the roadway and should be included in the planning and design of the roadway; and

WHEREAS, past practices of the County and current relocation laws would appear to more than adequately provide for the needs and welfare of the residents of the City of St. Francis whose property would be affected by the roadway; and

WHEREAS, planning and design of the roadway to the south end of the County line would be desirable; however, this will require concurrence by the Wisconsin Department of Transportation and will require additional funds to complete; and

WHEREAS, the preliminary study conducted by the Department of Public Works indicates that new bridges will be required in the general areas requested by the City of St. Francis; now, therefore,

BE IT RESOLVED, that the segment of the General Plan for Expressways for Milwaukee County known as the Lake Freeway South be removed and demapped from such plan; and

BE IT FURTHER RESOLVED, that this removal and demapping occur only if the County is not held responsible for the repayment of state and/or federal funds used to acquire this land; and

BE IT FURTHER RESOLVED, that all housing held in trust by the County in this corridor be reviewed by the Department of Public Works - Housing Division -- and they be directed to prepare a disposition plan of such land for the Housing and Community Development Committee; and

BE IT FURTHER RESOLVED, that the Milwaukee County Board of Supervisors does hereby support the planning and design of a state roadway along the Chicago and Northwestern Railroad right-of-way between the south end of the Hoan Bridge and Layton Avenue, and recommends that access be provided in the City of St. Francis to East Howard and East Bolivar Avenues and that a speed limit below 55 miles per hour be established for the roadway; and

BE IT FURTHER RESOLVED, that Milwaukee County does hereby recommend and request that the SEWRPC remove the Lake Freeway South from the adopted Regional Land Use and Transportation Plan for Southeastern Wisconsin for the year 2000, and instead substitute a four-lane state roadway along the Chicago and Northwestern Railroad right-of-way between the Hoan Bridge and the Milwaukee County line; and

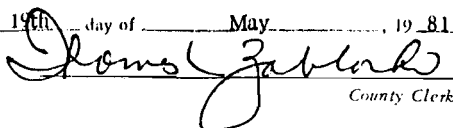
BE IT FURTHER RESOLVED, that the Department of Public Works is hereby directed to cooperate with the State of Wisconsin in the planning and design of the roadway by providing aerial photographs, environmental assessments and other related material gathered during the planning for the Lake Freeway South, and that the State Department of Transportation is hereby requested to consult with transportation officials of the County and the municipalities affected during the planning and design of the roadway; and

BE IT FURTHER RESOLVED, that certified copies of this resolution be transmitted to the Governor of Wisconsin, the Secretary of the State Department of Transportation, SEWRPC, all municipalities in the Lake Freeway South corridor (Cities of Milwaukee, St. Francis, Cudahy, South Milwaukee and Oak Creek), the Director of Public Works, City of Milwaukee, and to all Milwaukee area representatives in the State Legislature.

OFFICE OF THE COUNTY CLERK

Milwaukee, Wis., May 26, 1981.

I hereby certify that the foregoing is a true and correct copy of a resolution/ordinance adopted by the Board of Supervisors of Milwaukee County, at a Special meeting (continued) of said Board held on the 12th day of May, 19 81, signed by the County Board Chairman and County Clerk on the 14th day of May, 19 81, and approved by the County Executive on the 14th day of May, 19 81.


County Clerk

**ALTERNATIVE SURFACE ARTERIAL
CONNECTION TO HARBOR BRIDGE
(MILWAUKEE COUNTY)**

