

AMENDMENT TO THE

REGIONAL TRANSPORTATION PLAN--2000

LAKE FREEWAY NORTH/ PARK FREEWAY EAST

AS ADOPTED BY THE

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

DECEMBER 1983

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SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

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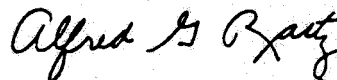
SUBJECT: Certification of Amendment to the Adopted Regional Transportation Plan
(Lake Freeway-North/Park Freeway-East)

TO: The Legislative Bodies of Concerned Local Units of Government Within the Southeastern Wisconsin Region, Namely: the County of Milwaukee and the City of Milwaukee

This is to certify that at the quarterly meeting of the Southeastern Wisconsin Regional Planning Commission, held at the Milwaukee County Courthouse, Milwaukee, Wisconsin, on the 1st day of December 1983, the Commission did by unanimous vote of all Commissioners present, being 20 ayes and 0 nays, 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-North and Park Freeway-East in Milwaukee County, consists of the findings and recommendations contained in the memorandum document attached hereto and made a part hereof, and removes the referenced freeway facilities from the adopted regional transportation system plan. 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 hereby affixed. Dated at the City of Waukesha, Wisconsin, this 2nd day of December 1983.



Alfred C. Raetz, Chairman
Southeastern Wisconsin Regional
Planning Commission

ATTEST:



Kurt W. Bauer, Deputy Secretary

Attachment

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RESOLUTION NO. 83-22

**RESOLUTION OF THE SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION
AMENDING THE ADOPTED REGIONAL TRANSPORTATION PLAN, THAT 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
(LAKE FREEWAY-NORTH/PARK FREEWAY-EAST)**

WHEREAS, pursuant to Section 66.945(10) of the Wisconsin Statutes, the Southeastern Wisconsin Regional Planning Commission, at a meeting held on the 1st day of June 1978, duly adopted a regional transportation system plan as documented in the two-volume SEWRPC Planning Report No. 25, A Regional Land Use Plan and a Regional Transportation Plan for Southeastern Wisconsin: 2000; and

WHEREAS, it is envisioned in the adopted regional transportation system plan that the plan will be amended from time-to-time as elements of the plan are prepared in greater detail and as changing conditions may indicate or require; and

WHEREAS, the adopted 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, the plan includes in the lower tier a recommendation that the Wisconsin Department of Transportation design and construct appropriate surface arterial connections at the existing freeway "stub ends" at the Lake Interchange on the Lake Freeway-North and on the Park Freeway-East in order to accommodate traffic in the Milwaukee central business district and lower Milwaukee east side areas over the existing freeway and surface arterial street system; and

WHEREAS, such plan includes in the upper tier a contingent recommendation to complete the Park Freeway-East and the Lake Freeway-North, which together with the East-West and North-South Freeways would provide a freeway loop around the Milwaukee central business district; and

WHEREAS, the two-tier nature of the plan holds open the possibility for future freeway construction, leaving the neighborhood and community directly affected with uncertainty concerning the future development of the area and thereby contributing to the failure to date to achieve a community and an inter-governmental consensus in the Milwaukee area on a comprehensive plan for the redevelopment of the Lake Michigan shoreline in the downtown area; and

WHEREAS, the Board of Directors of the Greater Milwaukee Committee on January 11, 1982, issued a report recommending that the uncompleted segments of the Park Freeway-East and the Lake Freeway-North not be built, and that any lands remaining after appropriate connection of the existing freeway "stub ends" to the surface arterial street system be used for private redevelopment; and

WHEREAS, the State Legislature of Wisconsin and the Governor of Wisconsin have enacted and signed into law on April 27, 1982, legislation directing the Wisconsin Department of Transportation to remove from the state trunk highway system the uncompleted segments of the Park Freeway-East and Lake Freeway-North, thus effectively prohibiting any further consideration of the construction of these particular freeway segments in whole or in part with state funding; and

WHEREAS, a community consensus now has been achieved as to the desirable designs for the "stub end" treatments at the current termini of the Park Freeway-East and the Lake Freeway-North, and the Wisconsin Secretary of Transportation has approved such designs; and

WHEREAS, the Federal Highway Administration has informed the Wisconsin Department of Transportation on October 12, 1983, that implementation of the recommended "stub end" treatment on IH 794 on the Lake Freeway-North, together with the construction of the previously proposed surface arterial highway connecting to the south end of the Daniel Webster Hoan Memorial Bridge, would provide satisfactory connections at both the north and south ends of the Hoan Bridge and would fully resolve any issues relating to the local and state commitments to provide adequate connections to the Bridge and to the IH 794 Lake Freeway; and

WHEREAS, the Federal Highway Administration has further informed the Wisconsin Department of Transportation that authorization to proceed with construction of the proposed "stub end" treatment on IH 794 at the Lake Interchange would not be forthcoming until the regional transportation plan is formally amended to remove the aforementioned upper-tier recommendation; and

WHEREAS, the function and utility of the Milwaukee Downtown Freeway Loop as originally conceived in the early 1960's by the Milwaukee County Expressway Commission cannot now be fully achieved because of failure to fully implement the original Milwaukee area freeway system plan; and

WHEREAS, the cost of constructing the remaining segments of the Park Freeway-East and Lake Freeway-North has risen to a current estimate of over \$100 million, a cost that cannot be borne locally and will not be borne in whole or in part by the State of Wisconsin given the aforementioned action by the State Legislature and Governor to remove these facilities from the state trunk highway system; and

WHEREAS, the traffic impacts attendant to a decision to not complete the Park Freeway-East and Lake Freeway-North may be expected to be minimal in part because of the elimination of other previously planned freeway segments, including the Park Freeway-West and Lake Freeway-South, with the surface arterial street system being adequate to accommodate the traffic which would have used the uncompleted segments of the Park Freeway-East and Lake Freeway-North had they been built; and

WHEREAS, no significant air quality or motor fuel consumption impacts may be expected to be attendant to a decision not to complete the Milwaukee Downtown Freeway Loop; and

WHEREAS, by letter dated October 26, 1983, the District Director of the Wisconsin Department of Transportation formally requested that the Commission amend the adopted regional transportation plan to remove from the upper tier of that plan the uncompleted segments of the Park Freeway-East and the Lake Freeway-North, and to make permanent in the plan the proposed "stub end" treatments at the ends of the Park Freeway-East and the Lake Freeway-North; and

WHEREAS, by letter dated November 10, 1983, the Commissioner of City Development, the Commissioner of Public Works, and the City Engineer of the City of Milwaukee jointly informed the Commission of the support of the City for the removal of the uncompleted segments of the Park Freeway-East and Lake Freeway-North from the regional transportation system plan, and further informed the Commission of the desire on the part of the City to relocate Harbor Drive on the most westerly alignment practicable in order to provide improved lakefront scenic views, to facilitate pedestrian access to the lakefront, to eliminate existing parking lots on lakefront lands, and to provide the maximum flexibility to reuse surplus freeway lands; and

WHEREAS, the Commission's Intergovernmental Coordinating and Advisory Committee on Transportation System Planning and Programming for the Milwaukee Urbanized Area, at its meeting held on November 28, 1983, endorsed a SEWRPC Staff Memorandum entitled, "Report on the Park Freeway-East and Lake Freeway-North," a copy of which is attached hereto, which report recommends that in light of the foregoing, the Commission formally amend the regional transportation system plan to remove from the upper tier of that plan the remaining uncompleted segments of the Park Freeway-East and the Lake Freeway-North; 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 subject matter thereof into greater detail.

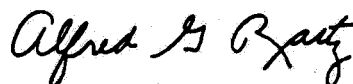
NOW, THEREFORE, BE IT HEREBY RESOLVED:

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-North from the Daniel Webster Hoan Memorial Bridge to its intersection with the Park Freeway-East and the Park Freeway-East from N. Jefferson Street to its intersection with the Lake Freeway-North as included in the upper tier of the plan are hereby removed from the plan, and any distinction between the upper and lower tiers of the plan with respect to the Lake Freeway-North and Park Freeway-East is hereby eliminated.
2. The recommended "stub end" treatments at the Lake Interchange on IH 794 and at the Park Freeway-East at N. Jefferson Street as shown on Maps 9 and 7, respectively, in the aforementioned SEWRPC Staff Memorandum, which memorandum report is attached hereto and made a part hereof, are hereby added to the plan as permanent facilities.
3. The Wisconsin Department of Transportation is hereby requested to complete the designs for the recommended "stub end" treatments on the Park Freeway-East and Lake Freeway-North, and to proceed to secure the necessary funding and to construct these improvements as rapidly as possible.
4. The Commission further requests that the Wisconsin Department of Transportation maintain the maximum flexibility practicable to permit the relocation and reconstruction of Harbor Drive on a more westerly alignment in accord with the desires of the City of Milwaukee, should the land disposition plan now under preparation by the Secretary of the Wisconsin Department of Development, with the advice and counsel of the Milwaukee Lakefront Coordinating Council, recommend such relocation in order to facilitate the reuse of surplus freeway lands.
5. The removal of the uncompleted segments of the Lake Freeway-North and the Park Freeway-East from the regional transportation plan is not intended to prejudice the rights or positions of Milwaukee County with respect to: (1) the capital investment made by Milwaukee County in lands purchased by the County on behalf of the State of Wisconsin for the uncompleted segment of the Park Freeway-East; and (2) any potential payback liability to the federal government for costs incurred in constructing the Daniel Webster Hoan Memorial Bridge should the planned new arterial highway at the south end of the Hoan Bridge not be constructed.

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, its Executive Committee, or its Executive Director, at their discretion, shall determine and direct.

The foregoing resolution, upon motion duly made and seconded, was regularly adopted at the meeting of the Southeastern Wisconsin Regional Planning Commission held on the 1st day of December 1983, the vote being: Ayes 20; Nays 0.



Alfred G. Raetz, Chairman

ATTEST:



Kurt W. Bauer, Deputy Secretary

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KWB/PCE/ea
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Revised 11/11/83
Revised 12/1/83

SEWRPC STAFF MEMORANDUM

REPORT ON THE PARK FREEWAY-EAST AND LAKE FREEWAY-NORTH

INTRODUCTION

In June 1978, the Southeastern Wisconsin Regional Planning Commission adopted a second generation regional transportation system plan.¹ That plan attempted to cope with the socio-economic and political as well as technical considerations attendant to completion of the remaining segments of the Milwaukee area freeway system as that system had been defined in the first generation SEWRPC regional transportation plan and prior plans prepared by the Milwaukee County Expressway Commission. Many of the freeways proposed in the first generation regional transportation system plan were removed from the second generation plan, including among others the Bay Freeway, the Metropolitan Belt Freeway, the Park Freeway-West, and the Stadium Freeway-North. Two uncompleted freeway segments were conditionally retained on the second generation plan: the Park Freeway-East and the Lake Freeway-North, which together with the East-West and North-South Freeways would provide a freeway loop around the Milwaukee central business district. The second generation plan recommended that these two uncompleted freeways not be constructed immediately. Rather, the plan recommended that appropriate surface arterial connections be made at the two related freeway "stub ends" as soon as possible in an attempt to see if the traffic in the Milwaukee central business district and lower east side areas could be accommodated to the satisfaction of the public over the existing freeway and surface arterial street system. If such accommodation proved acceptable, then the two freeways were to be removed from the long-range regional transportation system plan. This particular recommendation was linked to other recommendations that would seek to discourage low occupancy automobile travel while encouraging high occupancy automobile travel and transit use. These recommendations constituted the "lower tier" of the adopted second generation system plan.

The adopted plan further recommended that the already cleared freeway lands for the Park Freeway-East and the Lake Freeway-North not needed for the "stub end" connections be held in a transportation land bank until it was determined whether or not the two freeways concerned would be removed from the plan. Such lands were recommended to be properly landscaped and maintained, perhaps being used for a variety of outdoor recreation purposes. The plan envisioned that

¹ See SEWRPC Planning Report No. 25, A Regional Land Use Plan and a Regional Transportation Plan for Southeastern Wisconsin--2000, Volume One, Inventory Findings, and Volume Two, Alternative and Recommended Plans.

sometime in the 1980s a decision would be made as to whether or not to construct the two freeways as originally planned or whether to abandon the freeway construction proposals and use the already cleared land for other purposes. These recommendations constituted the "upper tier" of the second generation system plan with respect to these two freeways.

In the more than five years since adoption of the second generation regional transportation plan by the Commission, the following major actions have taken place relative to the Park Freeway-East and the Lake Freeway-North:

1. Mr. Harout O. Sanasarian, Milwaukee County Board Supervisor representing the 4th District and SEWRPC Commissioner, in October 1981 issued a personal report calling for a renewed effort to seek a consensus as to what to do about the two remaining uncompleted freeway segments in the downtown Milwaukee area, suggesting that it would be best to settle once and for all whether or not the freeway segments should be built, rather than continuing to do nothing while holding open the possibility of future freeway construction and thus leaving the neighborhood and community with great uncertainty concerning the future development of the area. In this respect, the uncertainties attendant to the future of the Lake Freeway-North and Park Freeway-East have been an impediment to achieving an intergovernmental consensus in the Milwaukee area on more comprehensive Lake Michigan shoreline development issues. Questions dealing with the future of Milwaukee's lake front, including redevelopment of vacant lands for recreational, residential, and commercial purposes, remain unanswered in part because of the lack of a firm decision to either construct or eliminate from further consideration construction of the Lake Freeway-North and Park Freeway-East.
2. The Board of Directors of the Greater Milwaukee Committee on January 11, 1982, issued a report recommending that the Park Freeway-East and the Lake Freeway-North not be built, and that any lands remaining after appropriate connection of the existing freeway "stub ends" to the surface arterial street system be used for redevelopment, preferably for moderate-to-high cost high-rise housing.
3. The State Legislature of Wisconsin enacted Chapter 233 of the Laws of 1981 (copy attached hereto as Appendix A). Under this Law, the Wisconsin Department of Transportation was directed to remove from the state trunk highway system the uncompleted Milwaukee Downtown Loop Freeway segments. This legislation was signed into law by the Governor on April 27, 1982. The Law effectively prohibits any further consideration of the construction of these particular freeway segments.
4. The Milwaukee County Board of Supervisors, by resolution dated October 7, 1982 (copy attached hereto as Exhibit B), requested the Commission to remove from the regional transportation plan the uncompleted segments of the Milwaukee Downtown Loop Freeway as soon as the Federal Highway Administration approved, as to suitability

and adequacy, "stub end" projects for the Park Freeway-East and the Lake Freeway-North, and upon completion of surplus land disposition plans attendant thereto.

5. Acting in accordance with the legislative direction contained in the aforereferenced Chapter 233 of the Laws of 1981, the Wisconsin Department of Transportation, working with an ad hoc advisory committee created by the Regional Planning Commission, has prepared recommended plans for the completion of the "stub ends" of the Park Freeway-East and the Lake Freeway-North.
6. The Federal Highway Administration has informed the Wisconsin Department of Transportation by letter dated October 12, 1983 (copy attached hereto as Appendix C) that implementation of the recommended "stub end" treatment on IH 794 on the Lake Freeway-North, together with the construction of the previously proposed surface arterial highway at the south end of the Daniel Webster Hoan Memorial Bridge, would provide satisfactory connections at both the north and south ends of the Hoan Bridge and would fully resolve any commitment issues to the IH 794 Lake Freeway. The Federal Highway Administration also indicated to the Wisconsin Department of Transportation that authorization to proceed with construction of the proposed "stub end" treatment on IH 794 at the Lake Interchange would not be forthcoming until the regional transportation plan is amended to remove the upper tier recommendation.
7. The District Director of the Wisconsin Department of Transportation by letter dated October 26, 1983 (copy attached hereto as Appendix D), formally requested that the Regional Planning Commission amend the adopted regional transportation plan to remove from the upper tier of that plan the uncompleted segments of the Park Freeway-East and Lake Freeway-North, and to make permanent in the plan the proposed "stub end" treatments at the ends of the Park Freeway-East and Lake Freeway-North.
8. The Commissioner of City Development, the Commissioner of Public Works, and the City Engineer of the City of Milwaukee by letter dated November 10, 1983 (copy attached hereto as Appendix E), have informed the Commission of the support of the City for the removal of the uncompleted segments of the Park Freeway-East and Lake Freeway-North from the regional transportation system plan, and further informed the Commission of the desire on the part of the City to relocate Harbor Drive on the most westerly alignment practicable in order to provide improved lakefront scenic views, to facilitate pedestrian access to the lakefront, to eliminate existing parking lots on lakefront lands, and to provide the maximum flexibility to reuse surplus freeway lands.

The purpose of this memorandum report is to summarize for the record the data developed by the SEWRPC over the years relative to the subject two freeway segments and to provide a basis thereby for considering an amendment to the

adopted regional transportation plan. It is intended that this report be reviewed by the Commission's advisory committee most directly concerned with this issue; namely, the Intergovernmental Coordinating and Advisory Committee on Transportation System Planning and Programming for the Milwaukee Urbanized Area. Any recommendations made by that Committee concerning this matter would be reported to the Regional Planning Commission for appropriate action. Accordingly, the remainder of this memorandum report is divided into the following sections: historical background, a progress report on the freeway "stub end" treatments, potential impacts attendant to removing the Park Freeway-East and Lake Freeway-North from the plan, and concluding remarks.

HISTORICAL BACKGROUND

Pre-SEWRPC Freeway Planning

Planning, design, and construction activities for freeways in the Milwaukee area began many years before the creation of the Regional Planning Commission in 1960. While it is not possible to detail here all of the important events that took place prior to the adoption of the Commission's first generation regional transportation system plan in 1966, the following summarizes the key actions taken relative to the Park Freeway-East and Lake Freeway-North segments that are the subject of this memorandum report:

1. In 1944, the U. S. Bureau of Public Roads--the predecessor agency to the present Federal Highway Administration, the State Highway Commission of Wisconsin--the predecessor agency to the present Wisconsin Department of Transportation, and the City of Milwaukee cooperatively conducted a transportation study for the Milwaukee metropolitan area. The report documenting the study findings concluded that the transportation needs of the area would best be met with a system of expressways--i.e., freeways--and improved surface arterial streets.
2. In 1955, based upon the findings and recommendations of the aforementioned study, the Milwaukee County Expressway Commission adopted its first freeway system plan for the Milwaukee area. That plan consisted of 40 miles of freeways and did not include either the Park Freeway-East or the Lake Freeway-North.
3. In 1958, the Milwaukee County Expressway Commission amended its plan by adding what was called at that time the "North Belt Expressway," which later became known as the Park Freeway-East. The North Belt Expressway was envisioned as a freeway spur extending east from the North-South Freeway to serve major traffic generators located along the northerly portion of the Milwaukee central business district. As originally planned, this freeway would have terminated at N. Prospect Avenue with no connection to N. Lincoln Memorial Drive along the lake front. Projected average daily traffic volumes in 1980 on the North Belt Expressway were estimated to range from 18,200 at the connection to N. Prospect Avenue to 61,000 at the Hillside Interchange with the North-South Freeway.

Studies conducted by the Milwaukee County Expressway Commission, in 1958, indicated that traffic volumes on the North-South Freeway

could be expected to reach or exceed the capacity of that freeway by 1980. It was concluded that a freeway crossing the entrance to the Milwaukee inner harbor and located along the Lake Michigan lake front from downtown Milwaukee to the vicinity of E. Layton Avenue would relieve congestion on the North-South Freeway and serve the transportation needs of portions of southeastern Milwaukee County.

4. In 1963, the Milwaukee County Expressway Commission amended its plan to include what was then called the Lake Front Expressway and which later became known as the Lake Freeway-North and the Lake Freeway-South to E. Lincoln Avenue. By adding this freeway to the system plan, the Milwaukee downtown freeway loop was created, since the original plan had included both the North-South Freeway and the East-West Freeway, which together formed the westerly and southerly legs of the loop. The North Belt Expressway formed the northerly leg of the loop, while the newly proposed Lake Front Expressway formed the easterly leg of the loop. The projected average daily traffic volume in 1980 on the Lake Front Expressway north of the Harbor Bridge was estimated at 40,000 vehicles per day. The downtown freeway loop with its attendant multiple interchanges was seen as the key to avoiding congestion on the freeways serving the central business districts, providing motorists with origins and destinations downtown with a choice from among several freeway access points. At no point within the Milwaukee downtown loop would a motorist be more than four or five blocks from an access ramp to the freeway system. Important to the downtown loop concept was the location of four major freeway interchanges, one at each corner of the loop: the Central, or Marquette, Interchange at the southwest corner of the loop; the Hillside Interchange at the northwest corner; the Juneau Interchange at the northeast corner, providing connections directly to Lincoln Memorial Drive; and the Lake Interchange at the southeast corner. All traffic using the freeways to reach the Milwaukee downtown area would pass through one or more of those interchanges.

Thus, by 1963, planning activities with respect to all legs of the Milwaukee downtown freeway loop had been completed and efforts were underway by the Milwaukee County Expressway Commission to design and construct each leg of the loop, together with the attendant four major interchanges. As a first phase of implementing these plans, the Federal Highway Administration approved the addition of the East-West Freeway and the Lake Freeway--including the Daniel Webster Hoan Memorial Bridge--from the Marquette Interchange to the vicinity of W. Lincoln Avenue to the Interstate Highway System as Interstate Highway 794. While the precise location of the southern terminus of IH 794 was to be determined by subsequent engineering studies, the approval of this addition to the Interstate Highway System was made contingent on the provision of satisfactory connections to the Lake Freeway segment at both its northern and southern termini. These connections were subsequently defined as freeway facilities.

SEWRPC 1966 Regional Transportation Plan

In 1966 the Regional Planning Commission completed and adopted its first generation regional transportation system plan.² In that planning effort, the advisory committees concerned defined a committed regional freeway network which was to be incorporated into the regional system plan (see Map 1). This committed network included the entire Milwaukee downtown freeway loop, consisting of a six-lane Park Freeway-East from the Hillside Interchange to the Juneau Interchange and a connection there to Lincoln Memorial Drive, a six-lane Lake Freeway-North from the Juneau Interchange to the Lake Interchange, an eight-lane North-South Freeway from the Marquette Interchange to the Hillside Interchange, and an eight-lane/six-lane East-West Freeway from the Marquette Interchange to the Lake Interchange. Other committed freeways in the immediate Milwaukee area included the Park Freeway-West and the Stadium Freeways both South and North, with the latter connecting to the Fond du Lac Freeway.

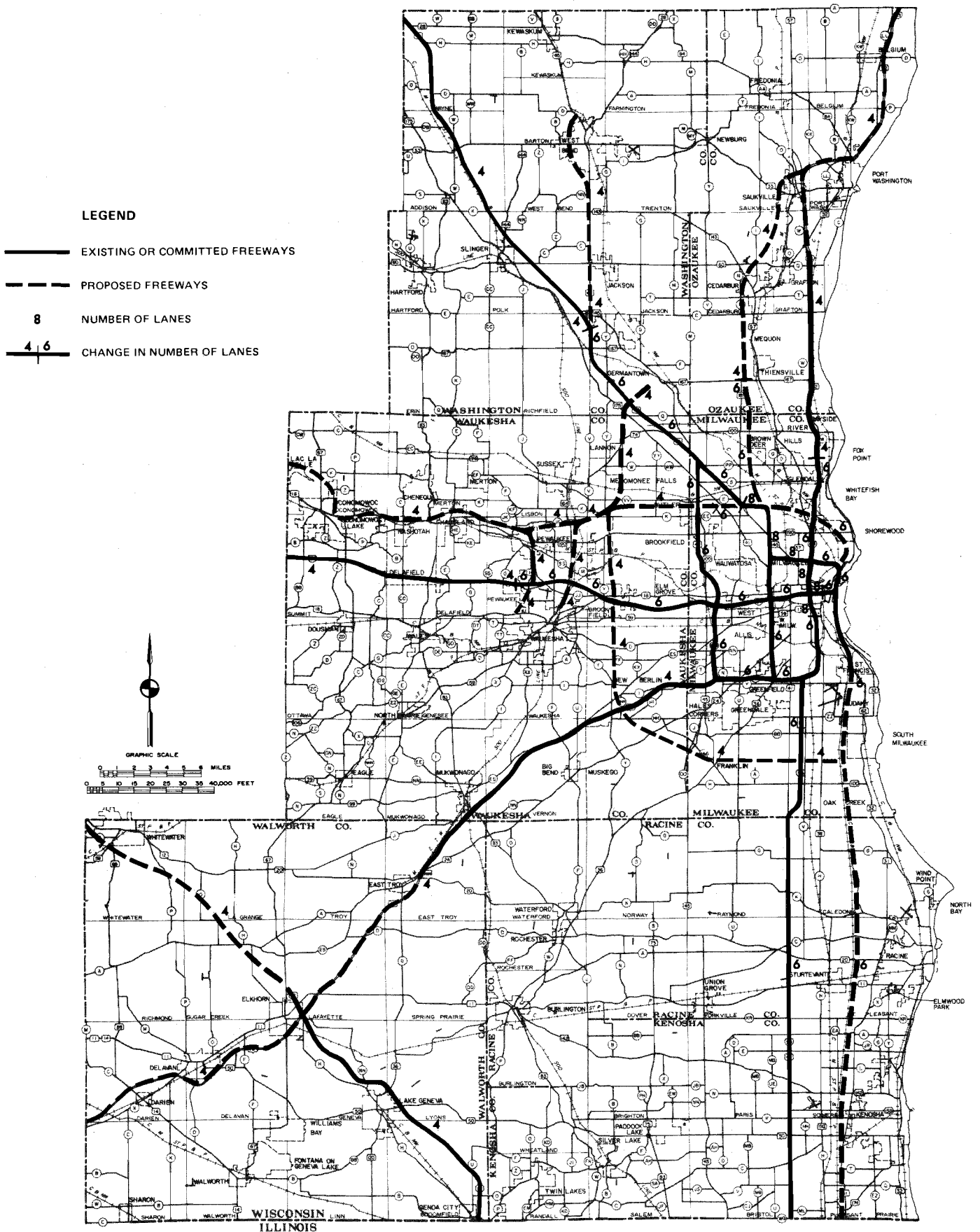
In developing this first generation regional transportation plan, the Commission and its advisory committees advanced a number of additional major freeway construction proposals. Among the most important of these in terms of their impact upon the performance and utilization of the downtown freeway loop were the following:

1. A Bay Freeway extending along the W. Hampton Avenue corridor from western Waukesha County to an interchange with the North-South Freeway.
2. A Milwaukee River Freeway extending from the proposed Juneau Interchange at the northeastern corner of the downtown freeway loop to and along the Milwaukee River valley, to an interchange with the proposed Bay Freeway at the North-South Freeway. This proposal would have eliminated the previously planned direct connection of Lincoln Memorial Drive to the Juneau Interchange.
3. An extension of the Lake Freeway from the previously proposed terminus at E. Lincoln Avenue southerly through Milwaukee, Racine, and Kenosha Counties to a proposed freeway in Lake County, Illinois.

All of the analyses completed by the Commission in the first generation regional transportation system plan were based upon a 1990 design year and were keyed to implementation of a 1990 regional land use plan. That land use plan had a number of normative aspects, the most important of which dealt with an attempt to recentralize population growth in Milwaukee County. Under this plan, the Region was anticipated to have a 1990 regional population level of about 2.7 million persons, of which about 1.4 million persons would reside in Milwaukee County. Regional employment in the year 1990 under this plan was envisioned at a level of about 984,000 jobs, with about 627,700 jobs located in Milwaukee County.

² See SEWRPC Planning Report No. 7, The Regional Lane Use-Transportation Study, Volume One, Inventory Findings; Volume Two, Forecasts and Alternative Plans--1990; and Volume Three, Recommended Regional Land Use Transportation Plans--1990.

**EXISTING, COMMITTED, AND PROPOSED FREEWAYS: PRELIMINARY
SEWRPC 1990 REGIONAL TRANSPORTATION PLAN**



The traffic assignments attendant to this initial regional freeway plan proposal, including the above three described freeway segments, as they pertain to the Park Freeway-North and Lake Freeway-East, are summarized on Map 2. In this analysis, it was envisioned that the now remaining uncompleted portion of the Park Freeway-East would have an average daily traffic volume in the plan design year of about 32,000 vehicles per day, while the Lake Freeway-North would have an average daily traffic volume of about 74,000 vehicles per day. These projected volumes substantially exceeded the warrant for urban freeway construction established in the planning process of 25,000 vehicles per day. In examining the entire regional freeway system assumed to be in place under this initial plan alternative, it is apparent that traffic on the two now uncompleted segments of the downtown freeway loop would be significantly influenced by the construction of the Park Freeway-West, the Bay Freeway, the Milwaukee River Freeway, and the Lake Freeway-South.

Following public hearings on the originally proposed 1990 regional transportation plan, it was determined to delete from that plan the proposed Milwaukee River Freeway. Other important freeway segments impacting upon the downtown freeway loop were left on the plan, however, including the Park Freeway-West, the Bay Freeway, and the Lake Freeway-South. In addition, in place of a freeway, the plan proposed the construction of a Milwaukee River arterial parkway generally along the same alignment as the previously proposed Milwaukee River Freeway. As shown on Map 3, this arterial parkway was envisioned to carry less traffic than the previously proposed freeway: from 35,000 to 53,000 vehicles per day as opposed to 44,000 to 64,000 vehicles per day. This parkway arterial was to form the third leg of the Juneau Interchange, feeding traffic to and from both the Park Freeway-East and the Lake Freeway-North. The resultant anticipated 1990 traffic volumes on the eastern leg of the Park Freeway-East and the Lake Freeway-North were 29,000 and 67,000 vehicles per day, respectively.

SEWRPC Amendment to Regional Transportation System Plan in 1969

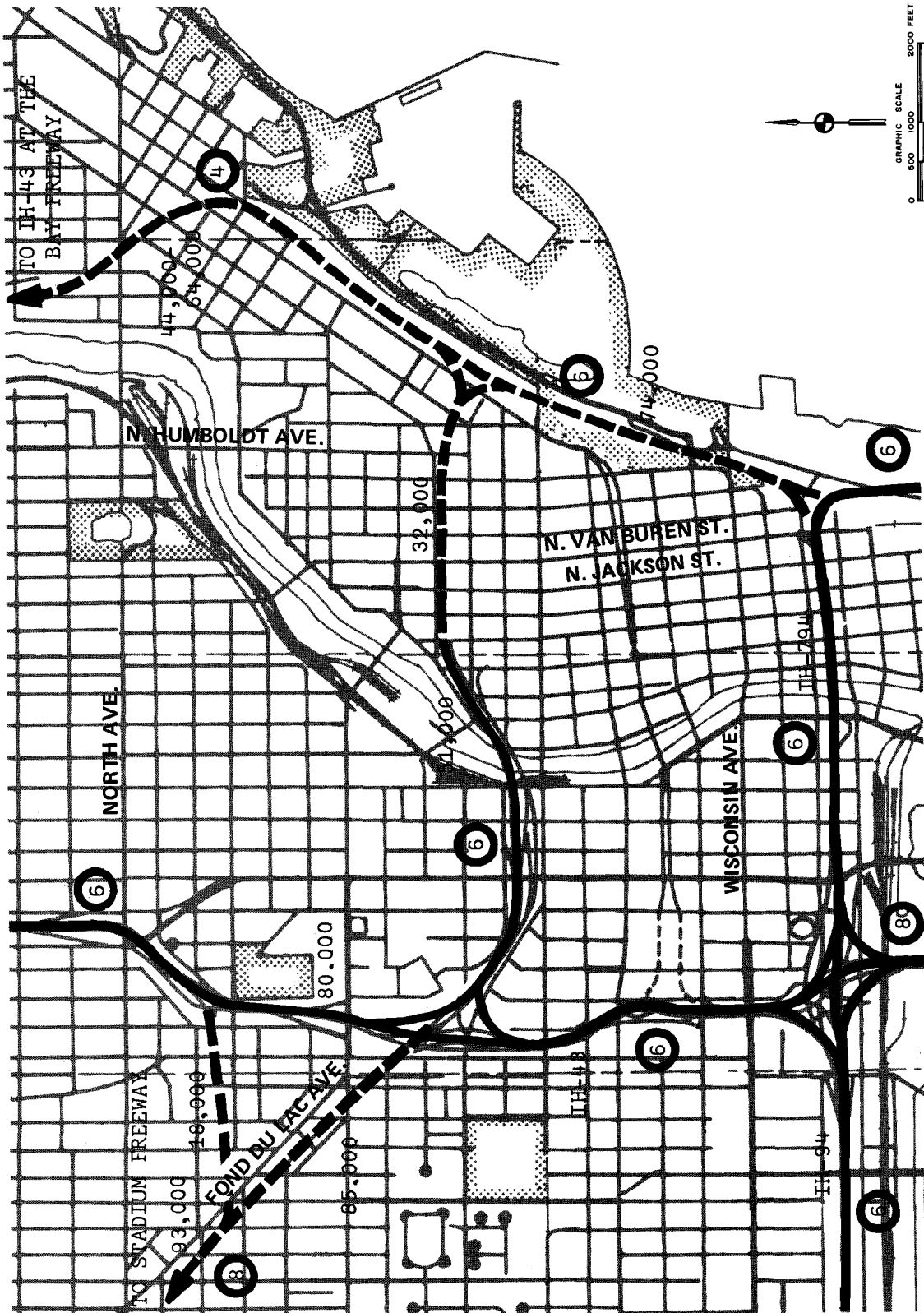
In 1969 the Regional Planning Commission completed and adopted a comprehensive plan for the Milwaukee River watershed.³ That plan amended the regional transportation plan by removing from the latter plan the previously recommended Milwaukee River arterial parkway. This action was taken by the Commission in response to a determination by the Milwaukee County Park Commission--the agency assigned plan implementation responsibilities for the Milwaukee River Parkway--that, based upon preliminary engineering studies for the parkway, construction of the proposed Milwaukee River Parkway was infeasible given the cost and the public reaction to the proposal.

The removal from the plan of the Milwaukee River arterial parkway had a significant effect upon anticipated traffic volumes on the eastern portion of the Park Freeway-East and the Lake Freeway-North. As shown on Map 4, without the Milwaukee River Parkway arterial in place, the resultant anticipated 1990 traffic volumes on the eastern leg of the Park Freeway-East and the Lake

³ See SEWRPC Planning Report No. 13, A Comprehensive Plan for the Milwaukee River Watershed, Volume One, Inventory Findings and Forecasts; and Volume Two, Alternative Plans and Recommended Plan.

Map 2

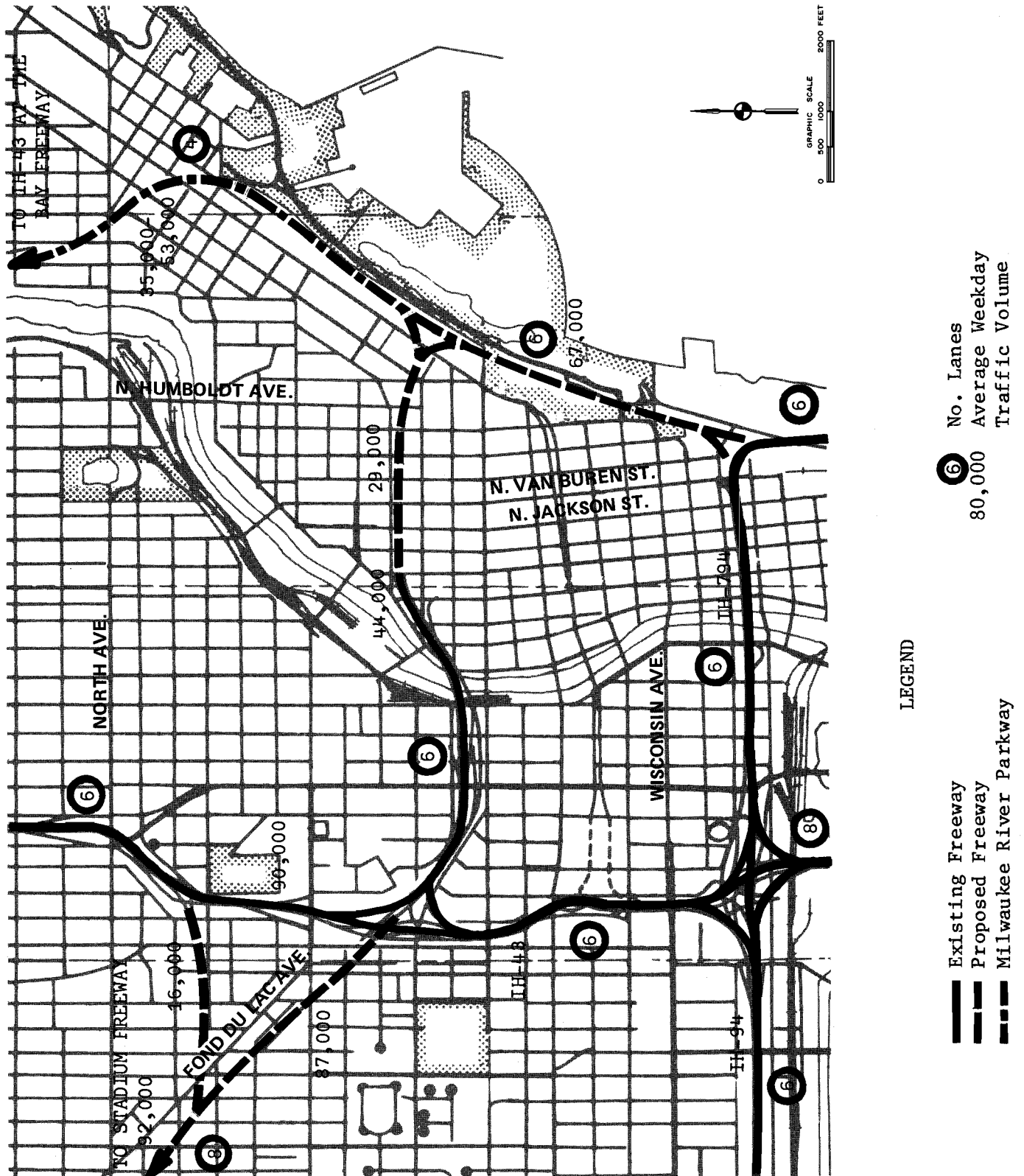
EXISTING, COMMITTED, AND PROPOSED FREEWAYS---
PRELIMINARY SEWRPC 1990 REGIONAL TRANSPORTATION PLAN
IN THE MILWAUKEE CENTRAL BUSINESS DISTRICT AREA



Source: SEWRPC.

Map 3

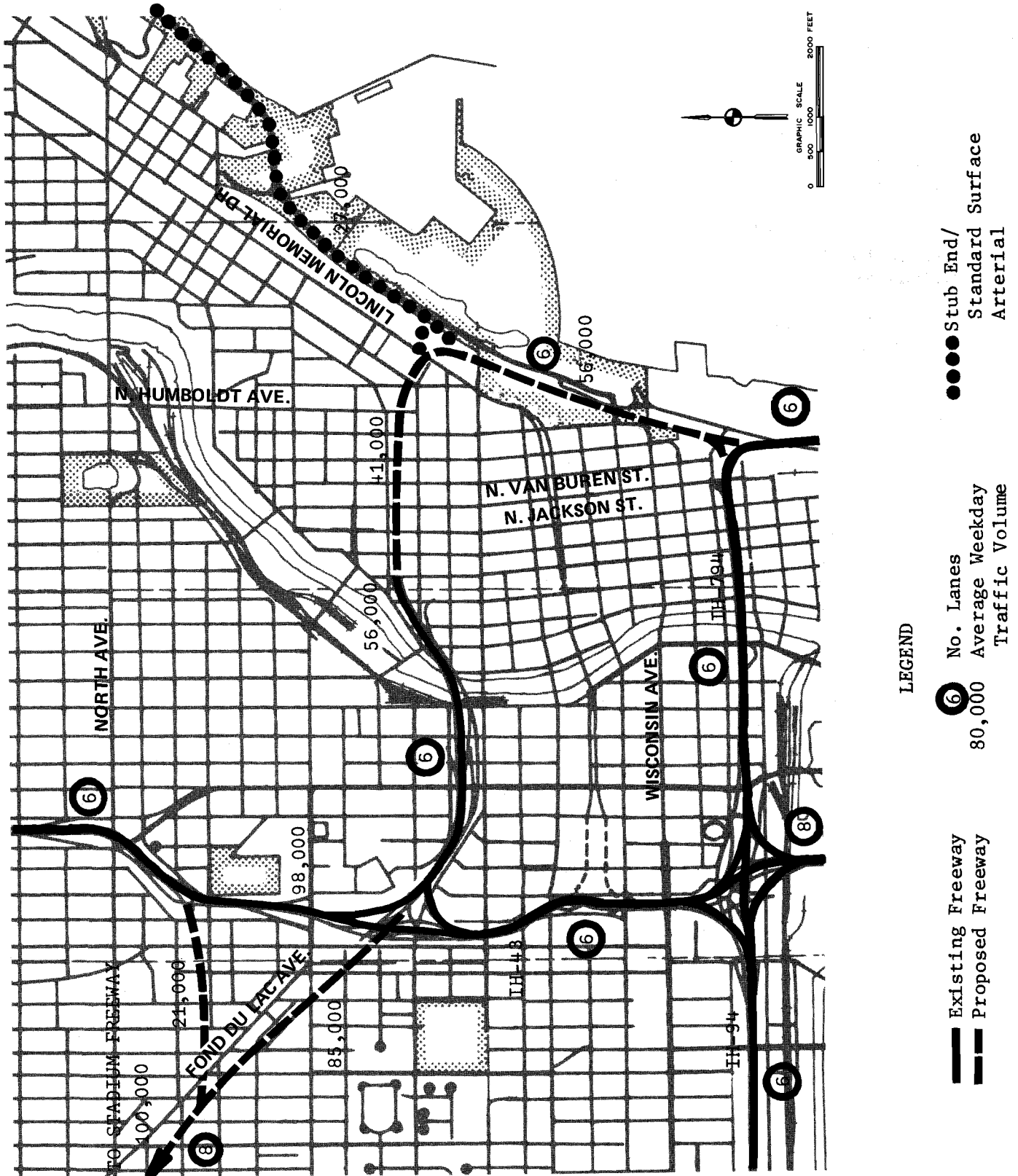
EXISTING, COMMITTED, AND PROPOSED FREEWAYS--
ADOPTED SEWRPC 1990 REGIONAL TRANSPORTATION PLAN
IN THE MILWAUKEE CENTRAL BUSINESS DISTRICT



Source: SEWRPC.

Map 4

EXISTING, COMMITTED, AND PROPOSED FREEWAYS--
ADOPTED SEWRPC 1990 REGIONAL TRANSPORTATION PLAN
AS AMENDED MARCH 1972 IN THE
MILWAUKEE CENTRAL BUSINESS DISTRICT AREA



Source: SEWRPC.

Freeway-North were 41,000 and 56,000 vehicles per day, respectively. In addition, this plan amendment proposed returning to the direct connection of Lincoln Memorial Drive to the Juneau Interchange, resulting in the placement of Lincoln Memorial Drive back on the arterial street system. The average daily traffic on Lincoln Memorial Drive north of the Juneau Interchange was estimated at 27,000 vehicles per day.

The net effect of removing the Milwaukee River Parkway arterial from the plan and placing Lincoln Memorial Drive on the arterial street system and connecting that drive to the Juneau Interchange was to decrease anticipated 1990 traffic volumes on the Lake Freeway-North by about 11,000 vehicles per day and to increase anticipated traffic volumes on the eastern leg of the Park Freeway-East by about 12,000 vehicles per day. The increase on the Park Freeway-East can be attributed to movements of vehicles over the Park Freeway-East to get to the North-South Freeway since such trips could no longer be made over a Milwaukee River Parkway arterial.⁴

SEWRPC 1978 Regional Transportation System Plan

As already noted, in 1978, the Regional Planning Commission completed and adopted the second generation regional transportation system plan. Of particular importance to the two freeway segments that are the subject of this memorandum report were the following decisions reflected in that plan:

1. The Bay Freeway from Pewaukee easterly along the W. Hampton Avenue corridor to the North-South Freeway was eliminated.
2. The Park Freeway-West from the Hillside Interchange to the Stadium Freeway and the Stadium Freeway-North from an interchange with the Park Freeway-West to the Fond du Lac Freeway were eliminated. A freeway "stub end" connection was to be effected at the Hillside Interchange to provide direct arterial street connections from the near northwest side to the freeway system.
3. As noted earlier, the remaining segment of the Park Freeway-East, as well as the Lake Freeway-North, were not included in the lower tier of the adopted plan. Rather, appropriate freeway "stub end" treatments were to be effected at both the current terminus of the Park Freeway-East and the current terminus of the Lake Freeway-North.
4. Completion of the downtown freeway loop was included in the upper tier of the plan, with the decision as to whether or not to implement the upper tier recommendations held open until the 1980s. Significant changes in the design and configuration of the Park

⁴ It should be noted that the analysis presumed that the previously proposed Bay Freeway would not be constructed. While the Bay Freeway technically remained on the regional transportation plan at the time of the adoption of the Milwaukee River watershed plan, State Legislation had been enacted effectively prohibiting the Wisconsin Department of Transportation from participating in any further work concerning the planning, design, and construction of the Bay Freeway in Milwaukee County.

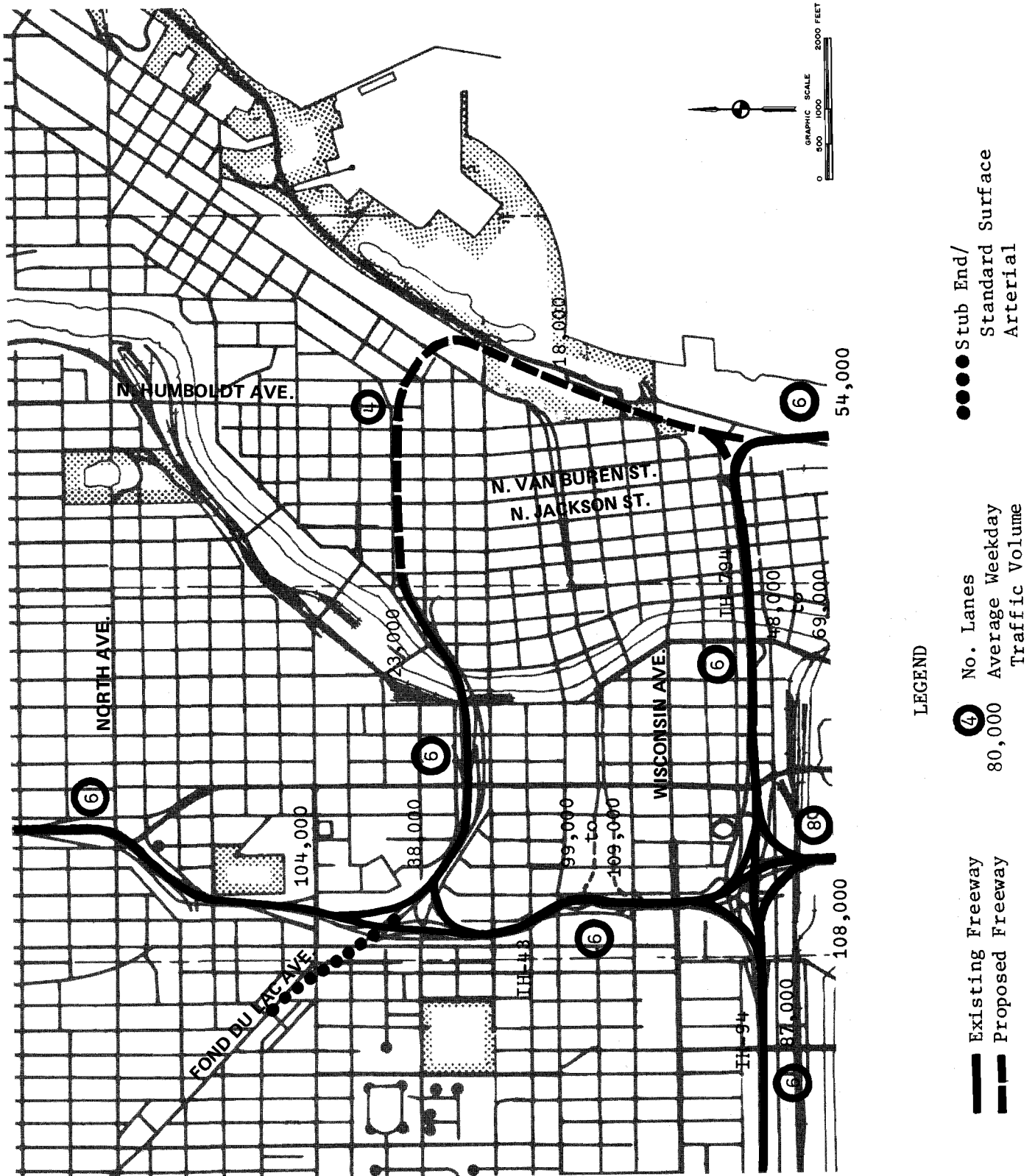
Freeway-East and Lake Freeway-North segments as included in the upper tier, however, were made to reflect proposals advanced by Milwaukee County officials at the time of the preparation of environmental impact statements attendant to these two freeway segments. In particular, the upper tier plan recommendations called for a four-lane freeway facility along the Lake Freeway-North and remaining uncompleted segment of the Park Freeway-East as opposed to the six lanes previously planned. Importantly, the design explicitly excluded the previously planned Juneau Interchange; consequently, no direct connection to Lincoln Memorial Drive at the point where the Park Freeway-East met the Lake Freeway-North was proposed.

5. The implementation of a freeway operational control system consisting of interconnected, demand responsive freeway ramp meters throughout the metropolitan area; priority access for high occupancy vehicles; improved driver information; and accident incident management procedures. This system is intended: to provide better freeway operating conditions during peak periods of travel; ensure reasonable travel speeds for high occupancy vehicles, such as buses; and to better utilize the total capacity of the total arterial street and highway system.
6. The development of an urban transit system serving the Milwaukee urbanized area with expanded primary--freeway flyer--transit service. The areawide primary transit service would be a high quality service using free flowing uncongested freeway facilities thereby promoting the use of transit as an alternative to the automobile as a mode of travel.

In addition, important changes were made in terms of the forecast regional population and employment levels and the distribution of that population and employment throughout the Region. Under the new second generation regional land use and transportation plans, the Region was anticipated to have a year 2000 regional population level of about 2.2 million persons, of which about 1.0 million persons would reside in Milwaukee County. Regional employment in the year 2000 under the new plans was envisioned at a level of about 1,016,000 jobs, with about 593,600 jobs located in Milwaukee County. Thus, population levels in the Region and population and employment levels in Milwaukee County were significantly scaled back even as the plan design year was moved forward 10 years from 1990 to 2000. Together with the above-noted changes in the configuration of the freeway system, these changes in socio-economic conditions impacted upon anticipated travel volumes on the remaining portions of the regional freeway system.

Map 5 identifies the results of the year 2000 traffic assignments to the remaining regional freeway system in the Milwaukee downtown area. Assuming full implementation of the upper tier plan recommendations, these assignments project traffic volumes ranging from about 18,000 vehicles per day on the eastern portion of the Park Freeway-East and northern portion of the Lake Freeway-North to about 38,000 vehicles per day at the Hillside Interchange with IH 43. These relatively low volumes, which as noted above are the result

EXISTING, COMMITTED, AND PROPOSED FREEWAYS--
ADOPTED SEWRPC 2000 REGIONAL TRANSPORTATION PLAN
UPPER TIER--IN THE MILWAUKEE CENTRAL BUSINESS DISTRICT AREA



Source: SEWRPC.

of primarily the elimination of the Juneau Interchange and its connection with Lincoln Memorial Drive and the elimination of the Park Freeway-West, was a major factor in the Commission's decision to place these two uncompleted freeway segments in the upper tier of the plan. Map 6 identifies the system configuration and the attendant traffic volumes in the year 2000 under the lower tier of the plan, assuming that the recommended "stub end" freeway treatments are in place.

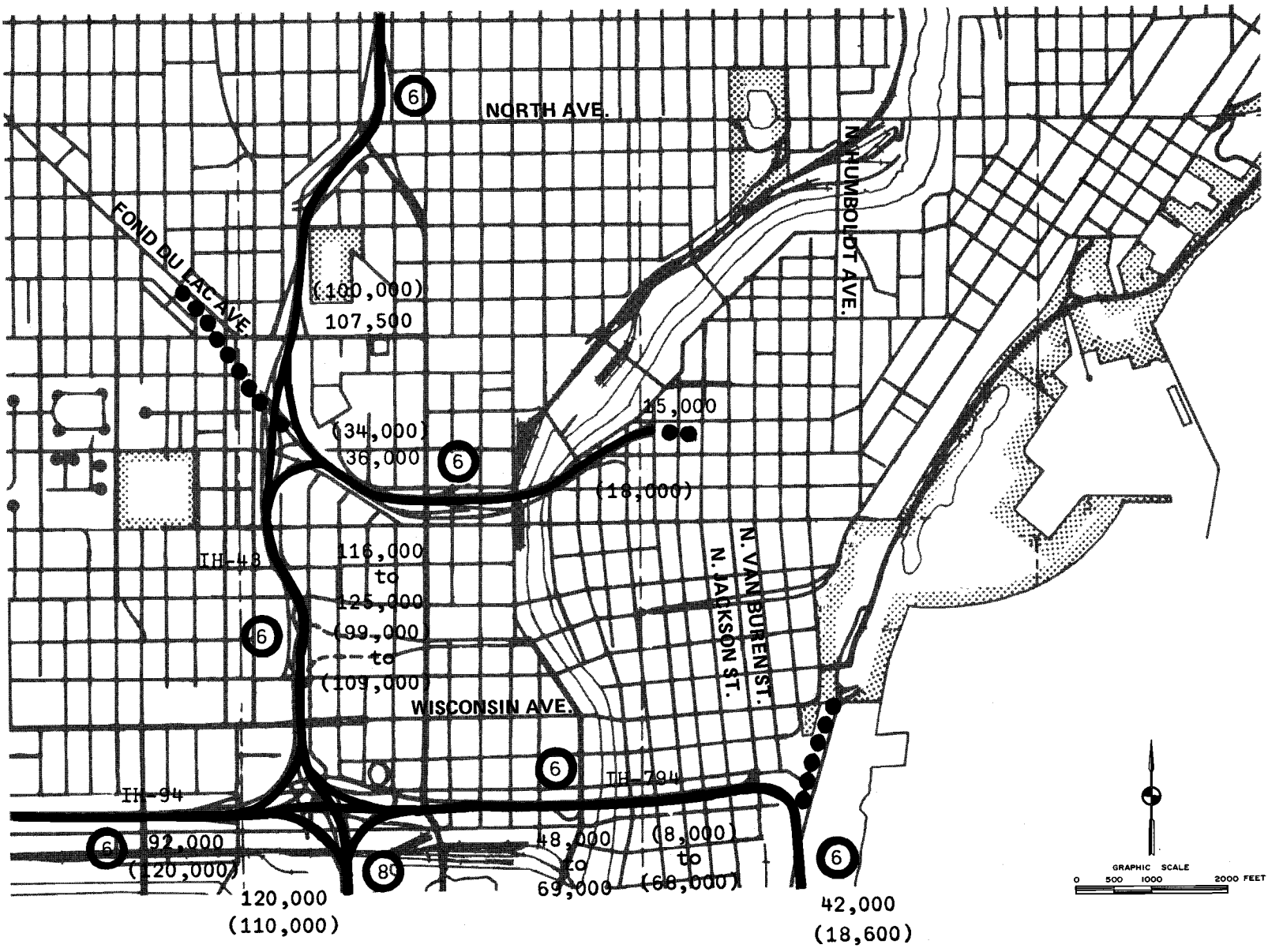
ACTIONS TAKEN TO DATE TO IMPLEMENT LOWER TIER PLAN RECOMMENDATIONS

As noted above, the lower tier of the second generation regional transportation plan recommends that freeway "stub end" treatments be effected on the Park Freeway-East and the Lake Freeway-North, and that the remaining already cleared lands for these two freeway segments be held in a transportation land bank, such lands being properly landscaped and maintained so as not to constitute an aesthetic detriment to the immediate neighborhood. To date, the following actions have been taken toward implementing those lower tier plan recommendations:

1. The Wisconsin Department of Transportation has completed planning for the "stub end" connection at the end of the Park Freeway-East. After considering several alternatives, one was selected by the Department and is on Map 7. This alternative was the least costly of all of the alternatives considered, requiring no changes to the existing street system, while providing for improved access to and from the Park Freeway-East. The "stub end" treatment plan also includes the reconstruction of Jefferson Street to a 48-foot urban cross-section with dedicated turn lanes as necessary to facilitate onto and off the freeway. The estimated cost of implementing this recommended plan is \$150,000. The project has been programed to be completed in 1984.
2. The Wisconsin Department of Transportation has also completed planning for the "stub end" connection on IH 794 at the Lake Interchange. Early planning attendant to this "stub end" matter was conducted by the Department in 1978. At that time and after consideration of a number of alternatives presented by the Department, the Milwaukee County Board of Supervisors by action taken October 10, 1978, selected a preferred "stub end" treatment for the Lake Freeway-North. This preferred treatment is shown on Map 8. The County Board's decision was subsequently vetoed by the Milwaukee County Executive; the Board then acted to override that veto. Under the plan approved by the Milwaukee County Board in 1978, the remaining uncompleted ramps of the Lake Interchange were to be connected to Lincoln Memorial Drive. The plan approved by the County Board also involved the construction of a new Mason Street bridge, a project that has now been completed.

The Milwaukee County Board preferred "stub end" alternative was one of several alternatives reconsidered by the Department of Transportation in renewed planning on this matter undertaken in response to a Legislative mandate contained in Chapter 233 of the Laws of 1981.

EXISTING, COMMITTED, AND PROPOSED FREEWAYS--
ADOPTED SEWRPC 2000 REGIONAL TRANSPORTATION PLAN--LOWER TIER
IN THE MILWAUKEE CENTRAL BUSINESS DISTRICT





LEGEND

- | | | | | | |
|--|------------------------------------|--|--------------------------------|--|-------------------------------------|
| | Existing Freeway | | No. Lanes | | 1980 Average Weekday Traffic Volume |
| | Stub End/Standard Surface Arterial | | Average Weekday Traffic Volume | | |

RECOMMENDED PARK FREEWAY-EAST "STUB END" CONNECTION



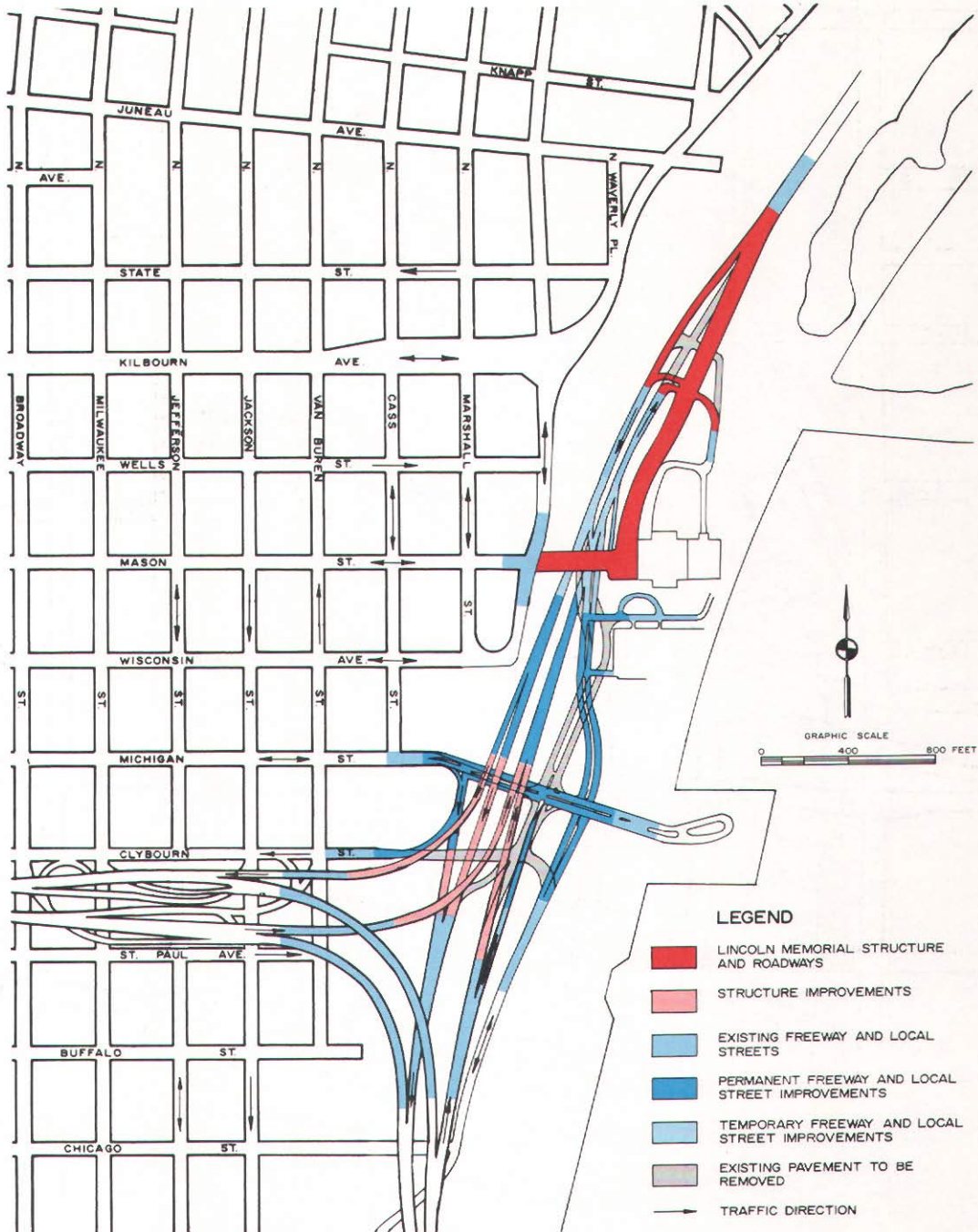
LEGEND

-  EXISTING FREEWAY AND SURFACE STREETS TO BE RETAINED
-  NEW FREEWAY RAMP AND SURFACE STREET



Map 8

LAKE FREEWAY-NORTH "STUB END" CONNECTION SELECTED
BY THE MILWAUKEE COUNTY BOARD OF SUPERVISORS IN 1978



That preferred alternative was not, however, the one selected by the Secretary of the Department of Transportation upon completion of this most recent planning effort. The plan selected by the Secretary is shown on Map 9. Under this plan, approximately 570 feet of the unused eastbound "stub end" ramp from IH 794 would be removed and be repaced by a new bridge structure and surface roadway. This extension would then connect to an at-grade intersection with Harbor Drive and the Daniel Webster Hoan Memorial Bridge ramps. The plan also includes the removal of approximately 200 feet of the westbound "stub end" ramp leading to IH 794--to be replaced with a new bridge structure and a new surface roadway intersecting with Harbor Drive--and the removal of the unused northbound exit ramp "stub end" from the Hoan Bridge. Among other modifications included in this plan, the southbound ramp leading to the Hoan Bridge would be rebuilt to reduce the curvature and improve the grade, Clybourn Street would be reduced in width and made one-way westbound from Harbor Drive west to a cul-de-sac at the southeast corner of the First Wisconsin National Bank's transfer building, and the south leg of N. Harbor Drive would be realigned to intersect with Michigan Street approximately 200 feet east of the present Michigan Street-Harbor Drive intersection. The Wisconsin Department of Transportation is currently proceeding with final design of the recommended plan. Among the factors to be reconsidered in that design is the precise alignment of Harbor Drive between E. Clybourn and E. Michigan Streets. The cost of implementing the recommended plan is estimated at \$7.0 million. It is expected that this project will be under construction in 1984 and be completed in 1985.

IMPACTS ATTENDANT TO REMOVAL OF THE PARK FREEWAY-EAST AND LAKE FREEWAY-NORTH FROM THE REGIONAL TRANSPORTATION PLAN






In light of the position taken by the Greater Milwaukee Committee on, and the action taken by the State Legislature in, removing the uncompleted Milwaukee Downtown Freeway Loop segments from the state trunk highway system, and in light of the position of the Federal Highway Administration that it would not authorize proceeding with the "stub end" treatment on the Lake Freeway-North until appropriate changes were made in the regional transportation system plan, the Executive Committee of the Commission directed that the Commission staff review the traffic, air quality, and motor fuel consumption impacts that would likely be attendant to the removal of the Park Freeway-East and Lake Freeway-North from the upper tier of the adopted plan, and recommend to the Commission an appropriate course of action in this matter. It is important to note that the assumptions underlying this analysis included: the implementation of a freeway operational control system which would reduce the level of congestion on those freeways used by primary transit vehicles within the urbanized area by shifting nontransit vehicle trips from freeway facilities to standard surface arterial facilities; provision of an expanded transit system which results in an increased use of transit to the Milwaukee central business district; completion of the Hillside Interchange "stub end" connection to W. Fond du Lac Avenue and the improvement of the North-South Freeway (IH 43) to provide for six through lanes of traffic from the Marquette Interchange north to Bender Road; and the construction of a limited access four-lane arterial from the present terminus of the Lake Freeway southerly to E. Layton Avenue.

Map 9

RECOMMENDED LAKE FREEWAY-NORTH "STUB END" CONNECTION



LEGEND

-  EXISTING FREEWAY AND SURFACE STREETS TO BE RETAINED
-  NEW STRUCTURE
-  NEW FREEWAY RAMPS AND SURFACE STREETS
-  EXISTING PAVEMENT TO BE REMOVED
-  EXISTING STRUCTURE TO BE REMOVED

Source: SEWRPC.



Traffic Impacts

As noted in the previous discussion, anticipated traffic volumes on the uncompleted portions of the downtown freeway loop are very low--about 18,000 vehicles per day, and do not meet the warrants established for an urban freeway in the second generation regional transportation plan of 30,000 vehicles per day.⁵ The first step in the analysis was to determine, in general, the origins and destinations attendant to these trips. The findings of this analysis, summarized on Map 10, revealed the following:

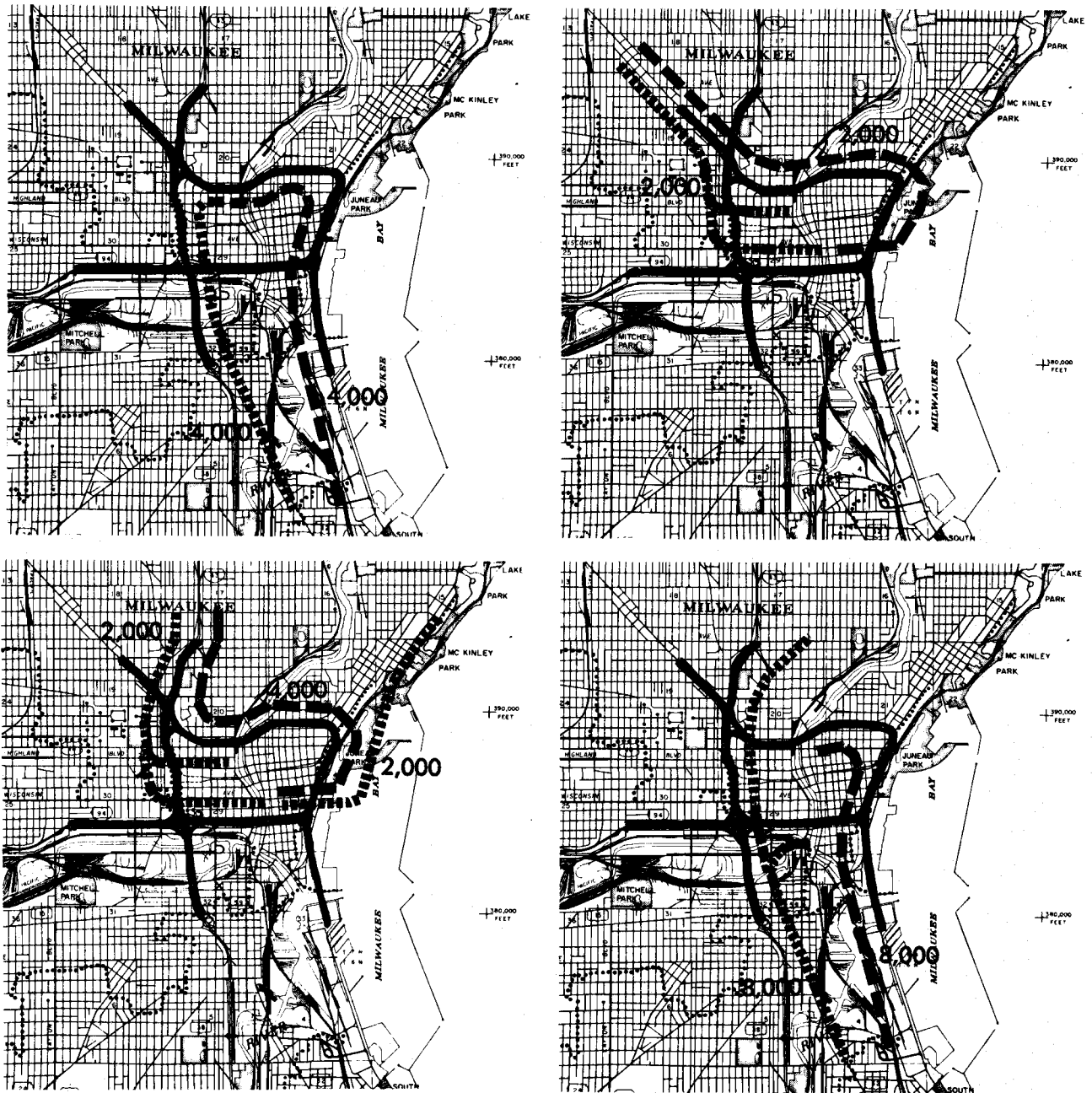
1. About 4,000 trips per day may be expected to be made in the plan design year between land use activity centers along the northwestern portion of the Milwaukee central business district⁶ and land use areas south and east of the Milwaukee central business district. These 4,000 trips may be expected to use the uncompleted freeway loop segments and the Hoan Memorial Bridge. In the absence of these segments, these trips may be expected to be made over the existing Park Freeway-East, the North-South Freeway from the Hillside Interchange to the Marquette Interchange and the North-South Freeway south of the Marquette Interchange.
2. About 2,000 trips per day may be expected to be made between land use areas in the near northwest side of Milwaukee--west and north of the Hillside Interchange--and land use activity centers in the southeast portion of the Milwaukee central business district. In the absence of the freeway loop, these trips may be expected to be made over the North-South Freeway and the East-West Freeway.
3. About 4,000 trips per day may be expected to be made between points north of the Milwaukee central business district to locations in the south and southeast portions of that central business district. In the absence of the freeway loop, these trips would most likely be made over the North-South Freeway, the East-West Freeway, and Lincoln Memorial Drive.
4. The remaining 8,000 trips expected to be made on an average weekday are between points south of the Milwaukee central business district and locations in the north and northeast portions of that district. In the absence of the loop freeway, these trips may be expected to

⁵ The range of anticipated design year traffic volumes on the entire Park Freeway-East and Lake Freeway-North facility is 18,000 to 38,000 vehicles per day, those volumes in excess of 18,000 occurring on the already completed portions of these two freeways. The uncompleted portions of these two freeways lie between two interchanges--the Jackson/Van Buren Streets Interchange on the Park Freeway-East and the Michigan Street Interchange on the Lake Freeway-North.

⁶ The Milwaukee central business district is defined as that area bounded by E. and W. Juneau Avenue on the north, N. 12th Street on the west, the Menomonee River on the south, and N. Prospect Avenue and the former right-of-way of N. Marshall Street on the east.

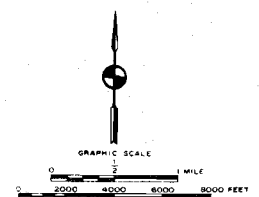
Map 10

GENERALIZED AREAS OF ORIGIN-DESTINATION AND ROUTING
FOR TRIPS ANTICIPATED TO USE DOWNTOWN FREEWAY LOOP



LEGEND

- Travel Routes Without Downtown Freeway Loop
- Travel Routes With Downtown Freeway Loop



Source: SEWRPC.

be made over the North-South Freeway south of the Marquette Interchange and would use the North-South Freeway on the East-West Freeway to access specific locations within the central business district.

As already noted, it may be expected that about 12,000 trips, or about 67 percent of the total 18,000 trips per average weekday, will no longer use the Hoan Memorial Bridge and the uncompleted downtown freeway loop. These trips may be expected to access the Milwaukee central business district over the North-South Freeway, the East-West Freeway, and the Park Freeway-East.

The second step in the analysis was to determine the impact upon specific freeway and surface arterial facilities of the diversion of these 18,000 trips per average weekday, assuming that the downtown loop freeway would not be completed. The results of this analysis are summarized in Table 1 for the freeway system, Table 2 for the Marquette Interchange, and Table 3 for the standard surface arterial street system. With respect to freeway traffic impacts, the following conclusions may be drawn from an examination of the data in Table 1.

1. The southern leg of the downtown freeway loop--the East-West Freeway from the Marquette Interchange to the Lake Interchange--would not be significantly impacted if a decision were made to forego completion of the downtown freeway loop.
2. Traffic on the Daniel Webster Hoan Memorial Bridge could be expected to be less without completion of the downtown freeway loop--42,000 as opposed to 54,000 vehicles per day. Even with completion of that loop, the traffic volumes would be well within the 82,500 vehicles per day design capacity of the bridge.
3. Traffic on the North-South Freeway south of the Marquette Interchange at least to National Avenue over the "high rise" bridge could be expected to be about 11 percent greater if the downtown freeway loop is not completed. The incremental traffic attendant to such a decision would not be expected to cause this facility to operate with a significant amount of congestion. The facility has a design capacity of 115,000 vehicles per day.
4. Traffic on the western leg of the downtown freeway loop--the North-South Freeway from the Marquette Interchange to the Hillside Interchange--could be expected to be greater if the downtown freeway loop is not completed, increasing by about 13,000 vehicles per day from a range of 103,000 to 112,000 vehicles per day to a range of 116,000 to 125,000 vehicles per day; consequently, congestion on this freeway segment--which has a design capacity ranging from 82,500 to 115,000 vehicles per day--may be expected to be intensified. In the most congested segment--just north of the State Street Interchange--the volume-to-capacity ratio may be expected to increase from 1.2 to 1.4.

Table 1

ESTIMATES OF AVERAGE DAILY TRAFFIC VOLUMES ON EXISTING FREEWAY FACILITIES
ADJACENT TO THE MILWAUKEE CENTRAL BUSINESS DISTRICT
AFFECTED BY THE DOWNTOWN FREEWAY LOOP

Freeway		Range of Current (1977-1981) 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		Year 2000 Design Capacity (Vehicles per Average Weekday)
Name	Termini		With Completion of Proposed Freeway Loop	Without Completion of Proposed Freeway Loop	With Completion of Proposed Freeway Loop	Without Completion of Proposed Freeway Loop	
Lake Freeway (IH 794)	Carferry Drive to East-West Freeway	18,600	54,000	42,000	No	No	82,000
North-South Freeway (IH 43)	Hillside Interchange to Marquette Inter- change	99,000- 109,000	103,000- 112,000	116,000- 125,000	Yes	Yes	82,500 115,000
North-South Freeway (IH 94)	Marquette Inter- change to National Avenue	110,000	108,000	120,000	No	No	115,000
Park Freeway- East	Hillside Inter- change to Stub End	18,000- 34,000 ^a	23,000- 38,000	15,000- 36,000	No	No	82,500
East-West Freeway (IH 794)	Marquette Inter- change to Lake Freeway	8,000- 68,000	48,000- 69,000	48,000- 69,000	No	No	82,500

^aPark Freeway-East currently terminates at freeway ramps connecting to N. Broadway Street and N. Milwaukee Street.

Source: SEWRPC.

Table 2

ESTIMATES OF AVERAGE DAILY PEAK HOUR VOLUMES ON FREEWAY RAMPS
IN THE MARQUETTE INTERCHANGE AFFECTED BY THE DOWNTOWN FREEWAY LOOP

Freeway to Freeway Ramp		1980 Traffic Volume (Vehicles per Hour)	1980 Congestion Status	Probable Future (2000) Traffic Volume (Vehicles per Hour) ^a		Probable Future (2000) Congestion Status	
				With Completion of Proposed Freeway Loop	Without Completion of Proposed Freeway Loop	With Completion of Proposed Freeway Loop	Without Completion of Proposed Freeway Loop
From	To						
North-South Freeway (IH 43) Southbound	IH 794 Eastbound	680	No	820	790	No	No
	IH 94 Southbound	2,480	No	2,780	3,280	No	Yes
	IH 94 Westbound	1,510	Yes	1,150	1,240	No	Yes
East-West Freeway (IH 794) Westbound	IH 94 Southbound	1,470	Yes	680	810	No	No
	IH 94 Westbound	2,300	No	1,720	1,620	No	No
	IH 43 Northbound	630	No	820	790	No	No
North-South Freeway (IH 94) Northbound	IH 94 Westbound	1,380	No	440	710	No	No
	IH 43 Northbound	3,070	Yes	2,780	3,280	No	Yes
	IH 794 Eastbound	1,640	Yes	680	810	No	No
East-West Freeway (IH 94) Eastbound	IH 43 Northbound	1,280	No	1,150	1,240	No	No
	IH 794 Eastbound	2,890	No	1,720	1,620	No	No
	IH 94 Southbound	1,560	No	440	710	No	No

^aThe average daily peak hour traffic volumes for the plan design year 2000 are based on the assumption that peak hour freeway volume is about 8 percent of the average weekday volume.

Source: SEWRPC.

Table 3

ESTIMATES OF AVERAGE DAILY TRAFFIC VOLUMES ON EXISTING ARTERIAL FACILITIES
WITHIN THE MILWAUKEE CENTRAL BUSINESS DISTRICT
AFFECTED BY THE DOWNTOWN FREEWAY LOOP

Freeway		Range of Current (1977-1981) 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		Year 2000 Design Capacity (Vehicles per Average Weekday)
Name	Termini		With Completion of Proposed Freeway Loop	Without Completion of Proposed Freeway Loop	With Completion of Proposed Freeway Loop	Without Completion of Proposed Freeway Loop	
N. Astor Street	E. Ogden Avenue to N. Prospect Avenue	1,900- 2,000	3,000- 4,000	5,000- 6,000	No	No	11,400
N. Humboldt Avenue	E. Brady Street to E. Ogden Avenue	3,600- 3,700	3,500- 4,500	9,200- 10,200	No	No	11,400
N. Jackson Street	E. Michigan Street to E. Clybourn Street	12,700	12,000	9,000	No	No	18,900
E. Lyon Street	N. Van Buren Street to N. Humboldt Avenue	1,000	2,000	5,000	No	No	12,200
E. Michigan Street	N. Jackson Street to N. Harbor Drive	8,100- 9,800	12,800- 17,400	9,200- 13,100	No	No	17,100
E. Ogden Avenue	N. Van Buren Street to N. Humboldt Avenue	6,800	8,000	10,000	No	No	14,600
N. Van Buren Street	E. Brady Street to E. Lyon Street	8,700	17,000- 19,000	9,000- 11,000	No	No	18,000

5. Traffic on the existing Park Freeway-East east of the Hillside Interchange would be substantially unchanged if the downtown freeway loop were not completed, and in either case traffic on that facility would be well within the design capacity of the facility of 82,500 vehicles per day.
6. Access to and from the freeway system serving the central business district will be reduced from 13 freeway on ramps to 11 such ramps, and from 13 freeway off ramps to 11 such ramps if the downtown freeway loop is not completed. These freeway ramps include the eastbound on ramp and the westbound off ramp at N. Van Buren Street and the southbound off ramp and northbound on ramp at E. Michigan Street, all four associated with the downtown freeway loop.
7. The flexibility to route traffic over alternative facilities during periods of freeway and freeway ramp maintenance and resurfacing activity will be reduced if the downtown freeway loop is not completed. Alternative routes will have to be identified over surface arterial streets or the timing of construction activities will have to be adjusted.

As shown in Table 2, several freeway-to-freeway ramps currently experience congested operating conditions during the peak hour of traffic flow on an average weekday. It is anticipated in the plan design year 2000 that none of these ramps would experience congestion with completion of the downtown freeway loop and that 3 of the 12 major ramps would experience congestion if the downtown freeway loop were not completed. It is important to note that the congested operation of these ramps is anticipated to have a minimal effect on the operation of the primary transit system with the implementation of the freeway traffic operational control system and minor adjustment to the routing of primary transit out of the central business district.

As shown in Table 3, traffic on the surface arterial street system may be expected to increase in some locations and to decrease in other locations if the downtown freeway loop is not completed. Particularly significant increases could be expected on N. Humboldt Avenue from E. Brady Street to E. Ogden Avenue; on E. Lyon Street from N. Van Buren Street to N. Humboldt Avenue; and on E. Ogden Avenue from N. Van Buren Street to N. Humboldt Avenue. In no case, however, should the additional traffic loads on the surface arterial street system cause congestion, since the existing and/or planned capacity of these surface arterial streets would be adequate to accommodate the additional traffic entailed.

Air Quality Impacts

An analysis was conducted to determine the potential impact upon achieving motor vehicle-related air quality standards of a decision not to complete the Milwaukee downtown freeway loop. Of particular importance are air quality standards related to carbon monoxide and hydrocarbons. This analysis indicated that because of slightly increased trip lengths and slightly more additional travel on congested freeway facilities, a decision not to complete the downtown freeway loop would likely result in an estimated increase in the plan

design year 2000 of about 41.2 tons annually of carbon monoxide and about 4.5 tons annually of hydrocarbons. In each case, such an increase is quite modest, amounting to less than one percent of all carbon monoxide and hydrocarbon emissions from line sources. Such estimated increases are not significant and should not materially affect the findings and recommendations set forth in the adopted regional air quality attainment and maintenance plan.

Motor Fuel Consumption Impacts

An analysis was also conducted of the possible impacts on motor fuel consumptions that would be attendant to a decision not to complete the Milwaukee downtown freeway loop. Again, because of slightly increased trip lengths and because of more travel being placed on congested facilities, it is estimated that in the plan design year motorists would require about 94,000 more gallons of motor fuel annually to complete their trips. Again, this is a relatively modest estimated change, amounting to less than one percent of the motor fuel likely to be consumed in the Region annually in the plan design year.

CONCLUDING REMARKS

Based upon the foregoing analyses, it is possible to draw the following major conclusions:

1. The function and utility of the Milwaukee downtown freeway loop, as originally conceived in the early 1960s by the Milwaukee County Expressway Commission and as included in the SEWRPC original regional transportation plan, cannot now be fully achieved because of failure to implement the original Milwaukee area freeway system plan. Particularly important decisions made since the Milwaukee downtown freeway loop was proposed include the elimination of the Park Freeway-West, the Milwaukee River Parkway arterial, and the Juneau Interchange. These freeway system changes have resulted in a situation whereby only about 18,000 vehicles per day may be expected to use the remaining uncompleted segments of the downtown freeway loop if those segments were to be completed.
2. The cost of constructing the remaining segments of the Downtown Freeway Loop has risen to a current estimate of over \$100 million. In light of the action by the State Legislature and the Governor to remove the uncompleted segments of the Freeway Loop from the state trunk highway system, it is unlikely that the funding can be found to construct these two freeway segments.
3. A community consensus has been achieved on what to do at the "stub ends" of the Park Freeway-East and the Lake Freeway-North in terms of integrating the current freeway "stub ends" into the surface arterial street system. The major remaining decision involves the precise alignment of a relocated Harbor Drive along the lake front. Given the position of the Federal Highway Administration in this matter, it will not be possible to proceed with construction of these important freeway "stub end" treatments unless the regional transportation system plan is changed to remove the upper tier recommendations pertaining to completion of the Downtown Freeway Loop.

4. The traffic impacts attendant to a decision not to complete the downtown freeway loop would be minimal. This conclusion is based in part upon the reductions in anticipated traffic volumes attributable to elimination of other previously planned freeway segments, such as the Park Freeway-West and the Lake Freeway-South. The surface arterial street system should be adequate to accommodate the traffic which would have used the freeway loop. Some additional congestion could be anticipated on existing freeway segments, particularly that portion of the North-South Freeway between the Marquette Interchange and the Hillside Interchange. The volume-to-capacity ratio of this freeway just north of the State Street Interchange may be expected to increase from 1.2 to 1.4 in the absence of the loop closure.
5. No significant air quality or motor fuel consumption impacts would be attendant to a decision not to complete the Milwaukee downtown freeway loop.

Based upon these conclusions, the SEWRPC Intergovernmental Coordinating and Advisory Committee on Transportation System Planning and Programming for the Milwaukee Urbanized Area recommends to the Commission the following actions:

1. Amendment of the second generation regional transportation system plan to formally remove from the upper tier of that plan the remaining segments of the Park Freeway-East and the Lake Freeway-North. In effect, such an action would merge the upper and lower tiers of the freeway system plan, making permanent the existing lower tier plan recommendations to construct freeway "stub end" treatments at the current termini of the subject freeways.
2. That the Wisconsin Department of Transportation maintain the maximum flexibility practicable to permit the reconstruction of Harbor Drive on a more westerly alignment in accord with the desires of the City of Milwaukee, should the land disposition plan now under preparation by the Secretary of the Wisconsin Department of Development with the advice and counsel of the Milwaukee Lakefront Coordinating Council, recommend such relocation in order to facilitate the reuse of surplus freeway lands.
3. That the Wisconsin Department of Development in cooperation with the City and County of Milwaukee and any private interests concerned complete as rapidly as possible the disposition plans for all cleared freeway lands not required to effect implementation of the freeway "stub end" treatments.

From a comprehensive planning viewpoint, the foregoing represents a reasonable course of action at this time. Continuing to hold open the possibility that the Milwaukee downtown freeway loop can ultimately be completed would only serve to continue the uncertainties that exist in the neighborhoods directly affected. Such uncertainties would continue to be detrimental to intergovernmental efforts to redevelop the downtown Lake Michigan shoreline. Furthermore, failure to change the regional transportation system plan would stand in

the way of federal funding for carrying out the needed "stub end" treatments on the Park Freeway-East and Lake Freeway-North. Given these factors and given the position of the State Legislature, the Governor, and the Greater Milwaukee Committee, among other groups and individuals, that the freeways concerned should not be built, it is recommended that uncompleted portions of the Park Freeway-East and the Lake Freeway-North be removed from the adopted regional transportation system plan.

INTERGOVERNMENTAL COORDINATING AND ADVISORY COMMITTEE ACTION

The findings, conclusions, and recommendations set forth in this memorandum were reviewed by the SEWRPC Intergovernmental Coordinating and Advisory Committee on Transportation System Planning and Programming for the Milwaukee Urbanized Area at their meeting held on November 28, 1983. By a vote of 7 to 1, the Committee recommended that the Regional Planning Commission amend the plan in the manner set forth above. The single objection to that recommendation was raised by the Director of Transportation for Milwaukee County. In registering that objection, the Director of Transportation noted for the record that Milwaukee County is concerned over the following two aspects attendant to this matter: (1) the right of Milwaukee County to recover its capital investment made in lands purchased by the County on behalf of the State of Wisconsin for the uncompleted segment of the Park Freeway-East; and (2) the potential payback liability to the federal government for costs incurred in constructing the Daniel Webster Hoan Memorial Bridge should the planned new arterial highway at the south end of the Hoan Bridge not be constructed. The Director of Transportation indicated that, on behalf of Milwaukee County, the County was concerned that it not take actions that would in any way prejudice its rights or positions in these two matters.

* * *

APPENDICES

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STATE OF WISCONSIN

1981 Assembly Bill 871

Date published*: April 26, 1982

CHAPTER 233 , LAWS OF 1981

AN ACT relating to removing the Park East Freeway and Lake Freeway North in Milwaukee county from the state trunk highway system and disposing of the lands and property.

The people of the state of Wisconsin, represented in senate and assembly, do enact as follows:

SECTION 1. Nonstatutory provisions; freeway lands. (1) REMOVAL FROM THE STATE TRUNK HIGHWAY SYSTEM. The department of transportation is directed to remove from the state trunk highway system:

(a) A highway in the county of Milwaukee extending from the intersection with Milwaukee Street easterly along the proposed Park East Freeway to the intersection with the proposed Lake Freeway, a total of approximately 1.7 miles.

(b) A highway in the county of Milwaukee extending from the intersection of the East-West Freeway northerly along the proposed Lake Freeway to the intersection with the proposed Park East Freeway, a total of approximately 0.8 miles.

(2) DISPOSITION OF FREEWAY LANDS. (a) *Disposition plan.* 1. a. The secretary of the department of development, in consultation and cooperation with the county of Milwaukee and the city of Milwaukee, shall develop a plan for the disposition of lands and property acquired for the Park East Freeway and the Lake Freeway North segments of the Loop Closure project in the Milwaukee County Expressway System.

b. The secretary of the department of development may delegate all or part of the secretary's responsibility under this subdivision to any other state agency or local unit of government or any combination of such governmental units, except that the responsibilities under subdivision 2. a relating to traffic flow are hereby delegated to the secretary of the department of transportation.

2. The disposition plan must include provisions for:

a. Traffic flow to and from the existing freeways, including provision for the connection of those portions of existing freeways commonly known as "stub ends" to existing streets.

b. Designation of certain appropriate lands or property as public parks.

c. Designation of the governmental unit or units which will be responsible for carrying out the disposition of the lands and property under paragraph (b).

d. Reimbursement of the county of Milwaukee for county funds actually expended in acquiring interests in any lands and property for the Park East Freeway or the Lake Freeway North which are sold or conveyed to any other governmental unit or person under the disposition plan. As used in this subdivision 2. d, "funds actually expended" means those county funds paid to 3rd parties for the acquisition of the interests in such lands and property, for the demolition of such property and for relocation costs incurred in connection with such lands.

e. Reimbursement of the federal government, if a waiver is not granted, for federal funds expended in acquiring interests in lands and property for the Park East Freeway or the Lake Freeway North.

3. The provision for traffic flow to and from existing freeways under subdivision 2. a shall be developed within 180 days after the effective date of this act.

4. Before approving the disposition plan, the secretary of the department of development shall hold a public hearing in the city of Milwaukee on the proposed plan. The secretary shall mail a notice stating the time and place of the hearing and a copy of the proposed plan to any interested governmental unit at least 30 days before the hearing. The secretary shall also publish a copy of the notice, including a copy

* Section 990.05, 1979 WISCONSIN STATUTES. Laws and acts: time of going into force. "Every law or act which does not expressly prescribe the time when it takes effect shall take effect on the day after its publication."

- 2 -

1981 Assembly Bill 871

of the proposed plan, as a class 2 notice under ch. 985 within the city of Milwaukee. The first publication shall be at least 30 days prior to the date of the hearing.

5. The disposition plan shall be completed and submitted to the governor within one year after the effective date of this act or as soon after such period as is practicable.

(b) *Disposition of lands.* 1. a. Notwithstanding any other provision of law, upon approval of the disposition plan by the secretary of the department of development the governor shall direct the disposal of interests in lands and property previously acquired and held in trust for the state for the Park East Freeway and the Lake Freeway North segments of the Loop Closure project in the Milwaukee County Expressway System by conveyance or otherwise under such terms as are established in the disposition plan.

b. As nearly as is practicable, the disposition of lands and property under this subdivision shall be completed by June 30, 1984.

2. a. If the moneys received from the disposition of lands and property under subdivision 1 are insufficient to reimburse both the county of Milwaukee and the federal government, the money shall be used first to reimburse the federal government in the amount provided under paragraph (a) 2. c and any remaining money shall be used to reimburse the county of Milwaukee.

b. Any moneys received by the city of Milwaukee from such disposition, except for such amounts as are necessary for reimbursement of the county of Milwaukee and the federal government, may be retained by the city and are not required to be used for highway purposes.

c. Under no circumstances may any reimbursement for expenditures made for the Park East Freeway and the Lake Freeway North be paid from the transportation fund.

Appendix B

RESOLUTION PERTAINING TO PARK FREEWAY-EAST AND LAKE FREEWAY-NORTH
ADOPTED BY THE MILWAUKEE COUNTY BOARD OF SUPERVISORS
ON OCTOBER 7, 1982

File Nos. 82-550, 82-551, 82-552,
82-550(a) and 82-551(a)
(Journals, June 15 and September 16, 1982)

(Item 14) Communications from SEWRPC, Wis. Dept. of Development, Wis. Dept. of Transportation and Supervisor Sanasarian, relative to disposition plans for Lake Freeway North and Park East Freeway lands, removal of the Lake North Freeway from the State Trunk Highway System and requesting the County Board to consider demapping of the Downtown Loop Closure segments of the Milwaukee County Freeway System, by recommending adoption of the following resolution:

WHEREAS, Chapter 233 of the Laws of 1981 removed the unfinished portions of the Park East Freeway and the Lake North Freeway from the State Trunk Highway System of the State of Wisconsin, and

WHEREAS, the said Law requires development of stub end connections to existing freeways and roadways, as well as disposition plans for the unused lands, and

WHEREAS, communications have been received from the Wisconsin Department of Transportation, Wisconsin Department of Development, the Southeastern Wisconsin Regional Planning Commission, and the North Harbor Network regarding disposition of the lands, and

WHEREAS, the Department of Public Works has reviewed the communications and has developed and presented recommendations thereon to the Transportation & Public Works Committee; and

WHEREAS, the said Committee has recommended approval of the recommendations, as submitted by the Director of Transportation; now, therefore,

BE IT RESOLVED, that the following recommendations of the Director of Transportation be and the same are hereby approved:

1. That the Southeastern Wisconsin Regional Planning Commission offer to assist in preparation of the disposition plan for the Lake Freeway North segment of the Loop Closure, be accepted;
2. That the North Harbor Network group be advised to work with the Wisconsin Department of Transportation in the design of the Lake Freeway North stub end treatment;
3. That the Wisconsin Department of Development be advised that Milwaukee County accepts the responsibility for preparation of the disposition plan for the former Lake Freeway North lands;
4. That the Wisconsin Department of Transportation be requested to seek Federal Highway Administration approval of the suitability of the northerly and southerly connections to the Harbor Bridge and Lake Freeway North stub end treatment;
5. That the Wisconsin Department of Transportation be requested to seek Federal Highway Administration approval of the Park East stub end treatment;
6. That as soon as Federal Highway Administration approval is received for stub end treatments, as to their suitability and adequacy, and the disposition plans are completed, the Southeastern Wisconsin Regional Planning Commission be requested to demap the balance of the Loop Freeway and a Federal waiver be requested for re-use of the land; and

BE IT FURTHER RESOLVED, that the Director of Transportation is hereby directed to respond to the Wisconsin Department of Transportation, Wisconsin Department of Development, Southeastern Wisconsin Regional Planning Commission, and the North Harbor Network in accordance with the adopted recommendations.

Fiscal Note:

Adoption of this resolution will not require an appropriation of funds in this or subsequent budget years.



U.S. Department
of Transportation
**Federal Highway
Administration**

Appendix C

Region 5
Wisconsin Division

October 12, 1983

HB-WI

Mr. Harold L. Fiedler, Administrator
Division of Highways and Transportation Facilities
Department of Transportation
Madison, Wisconsin

Subject: I-794-8(54)310; I.D. 1300-00-01
Lake Interchange - Stub Ends
Milwaukee County

Your August 3, 1983 letter forwarded for our consideration information to support your proposal for satisfactory connections both north and south of the I-794 Spur and request to use FAI funds for the modification and construction required for completion of the Lake Interchange at the north end of the I-794 Spur.

Your letter provides description of the history and events that resulted in the construction of the I-794 Spur, together with the additional factors and forces which significantly altered and reshaped the originally planned freeway system in Milwaukee.

Given these changed conditions, completion of the originally proposed freeway-to-freeway connections in the Lake Interchange is no longer feasible. A number of alternates were studied to connect the existing freeway to the local street system. These studies included comprehensive public involvement during the development activities. As a result, the selected and recommended alternate, as shown on your Attachment 5, has the consensus approval of the interested parties and represents a satisfactory compromise with regard to our interests.

In order to complete the recommended alternate, it will be necessary to remove portions of three existing ramp structures to obtain acceptable alignments and grades. In addition, the use of one existing ramp structure will not be required and it will be removed for aesthetic purposes. These ramp structures were constructed with FAI financing in the mid 1970's and, with the exception of the SB on-ramp, were never used by traffic.

In recognition of the changed conditions that exist today as a result of the various amendments and alterations made to the original planned freeway system and other circumstances that have altered the scope of the subject project, it is our determination that:

- (1) The commitment for satisfactory connections to I-794 at the north end of the Hoan Bridge will be considered fulfilled upon completion of the recommended alternate; and
- (2) FAI-4R funding is eligible for removal of the ramp structures and FAI funding is eligible for the construction of the recommended alternate within normal Interstate participation guidelines, i.e., to the south side of Michigan Street; and
- (3) Credit of FAI funds used for construction of the ramp structures to be removed is not required.

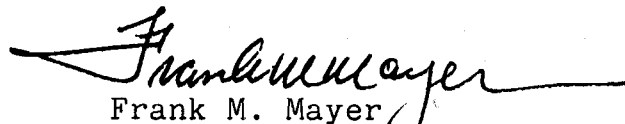
We note your comment that the process to amend the Regional Transportation Plan to reflect the elimination of the "Downtown Loop" and substitution of the proposed stub-end treatment has begun. Please note that we will not be able to authorize any construction until the transportation plan has been amended.

In reference to resolving the commitment on the south end of the Hoan Bridge, we consider the construction of the arterial highway at the south terminus would satisfactorily conclude this issue. This south connection is very critical in making more efficient use of the Hoan Bridge and, as such, we expect that completion of this connection will proceed expeditiously.

The question of a credit to Federal funds for right-of-way purchased for the Lake Interchange that would no longer be used for transportation purposes under the proposed alternate still needs to be addressed. We will take action on this issue when we receive your plans for the use of this land.

In summary, we are pleased that progress is being made toward resolving the I-794 Lake Freeway commitment issue. We are ready to provide any assistance we can and we will continue to work closely with your staff to satisfactorily conclude this matter.

Sincerely yours,


Frank M. Mayer
Division Administrator



October 26, 1983

TRANSPORTATION DISTRICT 2

141 N. W. Barstow Street
P. O. Box 649
Waukesha, WI 53187
Telephone: (414) 548-5902

Mr. Kurt W. Bauer, Executive Director
Southeastern Wisconsin Regional Planning Commission
916 North East Avenue
Waukesha, Wisconsin 53186

Dear Mr. Bauer:

1300-00-01
Lake Freeway - North
IH 794
Stub End Connections

1730-00-70
Park Freeway - East
Stub End Connections
Milwaukee County

In Chapter 233, Laws of 1981, the Legislature directed the Department of Transportation to remove from the state trunk highway system the Park East Freeway from the intersection with Milwaukee Street easterly to the intersection with the proposed Lake Freeway and the Lake Freeway-North from the intersection with the East-West Freeway northerly to the intersection with the proposed Park-East Freeway. That Chapter also delegated to the Department the responsibility relating to traffic flow to, and from the existing freeways including provision for connection of those portions of the existing freeways commonly known as "stub ends" to existing streets.

In developing the traffic flow plans, the Department's responsibility clearly was to respond to the provisions of Chapter 233, but equally important was the need to provide a traffic flow plan at the junction of the Lake Freeway-North and the East-West Freeway that would satisfy the previous commitment made to the Federal Highway Administration that adequate connections would be made to the Hoan Bridge at both the north and the south end.

Attached hereto are:

- A. A sketch of the adopted "stub end" connection for the north end of the Hoan Bridge.
- B. A sketch of the "stub end" connection at the east end of the Park Freeway-East to Jefferson Street.

1300-00-01 and 1730-00-70 - Stub End Connections

These sketches are consistent with corresponding figures in your July-August, 1983 NEWSLETTER article about the span "stub ends."

The selection of these "stub end" treatment was made after comprehensive investigation of alternatives, public involvement with federal, state and local elected officials, administrators and staff, private business groups, organizations, and concerned civic organizations. Both "stub end" treatments shown in the attachments have been recommended by SEWRPC's Advisory Committee for Park Freeway-East and Lake Freeway-North Stub End Design. Additionally, the "stub end" at the north end of the Hoan Bridge was the subject of an environmental public hearing.

Also attached hereto is a letter from Mr. Frank Mayer, Division Administrator for the Federal Highway Administration, indicating that:

1. The commitment for satisfactory connections to IH 794 at the north end of the Hoan Bridge will be considered fulfilled upon completion of the recommended alternate; and
2. FAI-4R funding is eligible for removal of the ramp structures, and FAI funding is eligible for the construction of the recommended alternative within normal interstate participation guidelines; i.e., to the south side of Michigan Street; and
3. Credit of FAI funds used for construction of the ramp structures to be removed is not required.

Mr. Mayer further indicates in his letter that FHWA "will not be able to authorize any construction until the transportation plan has been amended."

We would appreciate your arranging for the Planning Commission to amend its Transportation Plan to accommodate constructing the "stub end" connections as shown in the attachments, using federal aid funding.

The first "stub end" project, the Park Freeway-East connection is scheduled for letting February 21, 1984. Amendment of the Transportation Plan by January 1, 1984 will permit obligation of federal funds for this and subsequent "stub end" construction contracts currently estimated to cost a total of \$7.4 million and involving \$6.6 million of federal aid.

Mr. Kurt W. Bauer

D-3

October 26, 1983

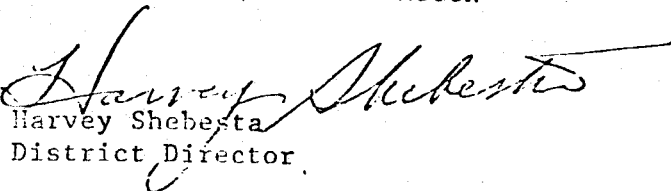
Page 3

1300-00-01 and 1730-00-70 - Stub End Connections

If additional information is needed, do not hesitate to call.

Very truly yours,

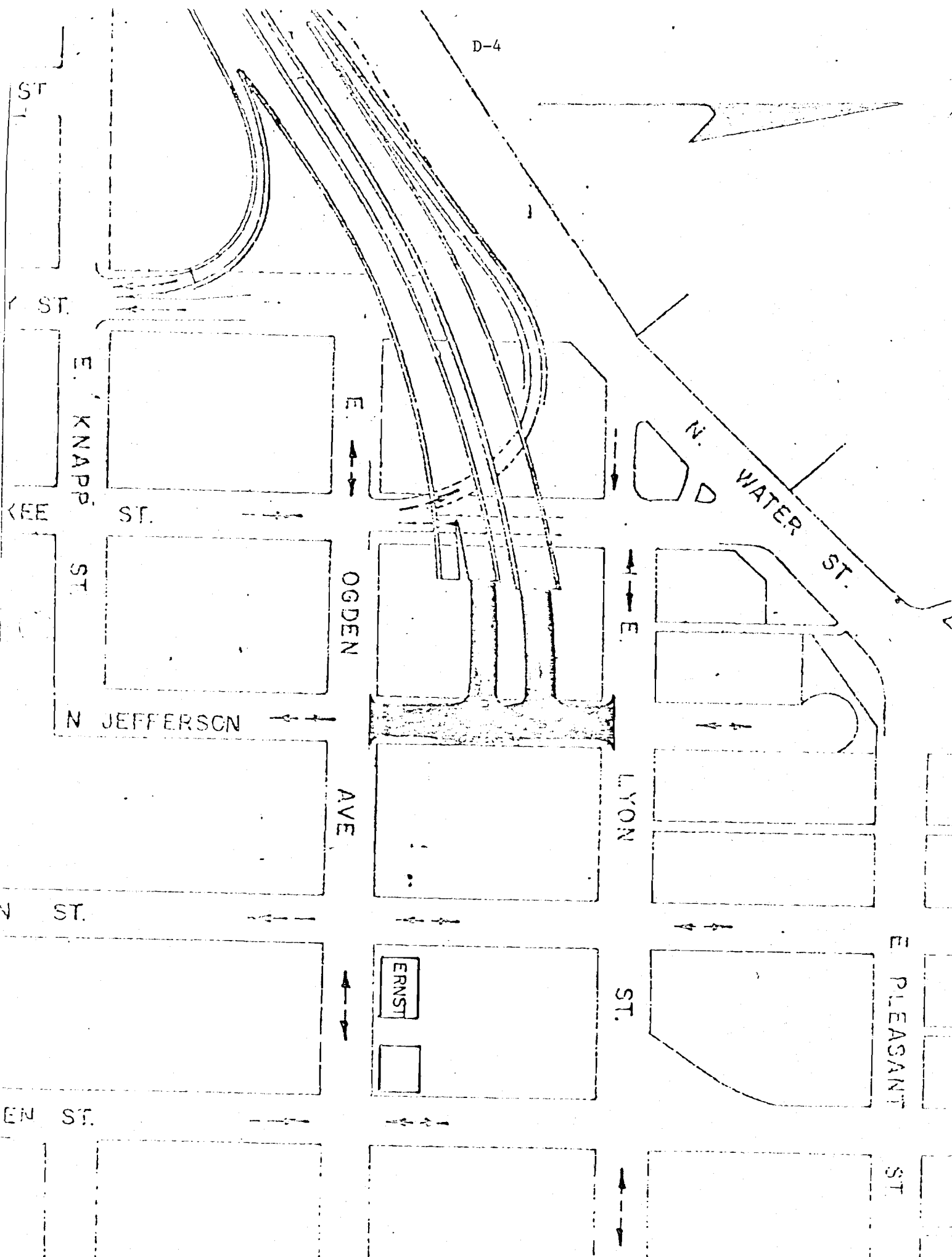
DEPARTMENT OF TRANSPORTATION


Harvey Shebesta
District Director

HS:ad

cc: Lowell Jackson
M.J. Schaeffer
H.L. Fiedler
J.C. Smith
F.M. Mayer
Gerald Schwerm

D-4



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SELECTED ALTERNATIVE
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EXHIBIT 2

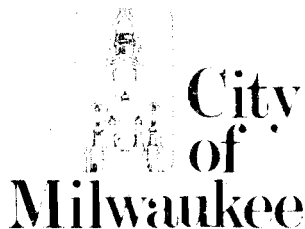
STRUCTURE (24' ROADWAY, 10' OUTSIDE SHOULDER, 6' INSIDE SHOULDER)
RAMP EMBANKMENT (3' EASEMENT, 3' INSIDE SHOULDER)



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NOV 18 1983

SEWARD



Department of City Development

Housing Authority
Redevelopment Authority
City Plan Commission
Historic Preservation Commission

William Ryan Drew
Commissioner

Jon L. Wellhoefer
Deputy Commissioner

File Reference
DCD:MJW:TR:126

November 10, 1983

Mr. Kurt Bauer, Executive Director
Southeastern Wisconsin Regional Planning Commission
916 North East Avenue, P.O. Box 769
Waukesha, Wisconsin 53186

Dear Mr. Bauer:

At the December meeting of the Southeastern Wisconsin Regional Planning Commission, we understand that you will consider the demapping of the Lake Freeway North. We support the demapping and urge the Commission to approve it. We also request that the Commission approve a stub end design which provides for a relocated Harbor Drive.

The stub end design as selected by Transportation Secretary Jackson calls for the connection of the Lake Interchange stubs to existing Harbor Drive south of Clybourn Street. Although Mr. Jackson explained his decision to link the redesigned stubs to the existing Harbor Drive as an expedient one, he said the alignment of Harbor Drive could be changed without significant revisions to the selected stub end design north of Clybourn Street. Actions regarding capital improvements along our downtown lakefront could have a serious and adverse impact if decided on the basis of expediency.

We urge the Commission to support the realignment of Harbor Drive to as close as possible to the foot of the bluff. The Harbor Drive relocation to the west has significant advantages:

1. Improved lakefront views. The present location on alignment to the east places the road in the line of sight of persons looking toward the lake from the top of the bluff. Placing the road at the foot of the bluff removes a large part of it from the lakefront perspective.
2. Easier pedestrian access. An alignment at the foot of the bluff would allow the construction of a pedestrian way which simultaneously bridges the road and connects the bluff top to the lakeshore, thereby eliminating a serious barrier.

November 10, 1983

Mr. Kurt Bauer

Page 2

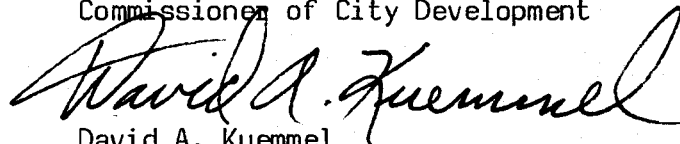
E-2

3. Re-use flexibility. There is not now consensus on the ultimate re-use of the freeway right-of-way. A westerly Harbor Drive would provide the greatest flexibility in determining this ultimate re-use, e.g., the largest uninterrupted parcels for use either as park land or for development. If the final decision includes both park and development, the dividing line between the uses will be flexible-- and not determined by an existing roadway.
4. Elimination of lakefront parking. Moving Harbor Drive to the west will, necessarily, eliminate the Patsy and Paul parking lots. We believe that parking which does not directly serve lakefront activities is a misuse of lakefront land. It is not desirable that such misuse continue for seven more years. Relocating Harbor Drive provides the opportunity to remedy this problem.

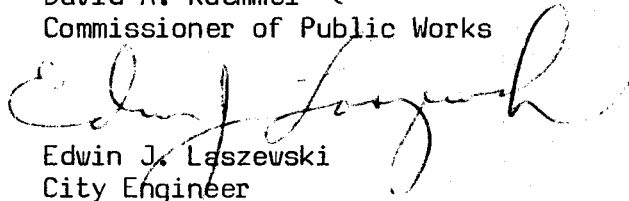
If you have any questions, or if we can provide any assistance, please call.

Sincerely,

William Ryan Drew
Commissioner of City Development



David A. Kuemmel
Commissioner of Public Works



Edwin J. Laszewski
City Engineer