



Reimagining WIS 175



Reimagining WIS 175 Planning Study I-94 Stadium Interchange to Lisbon Avenue

WisDOT ID: 1350-05-02

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1. Executive Summary

Introduction

The Wisconsin Department of Transportation (WisDOT), in collaboration with Milwaukee County and the City of Milwaukee, conducted a Planning Study for the 1.8-mile section of WIS 175 between the I-94 Stadium Interchange and Lisbon Avenue. This Study considers the future of the WIS 175 corridor, focusing on improving mobility, safety, and socio-economic vitality while accommodating vehicles, transit, bicycle, and pedestrian connections. The findings and recommendations from this Planning Study may guide future planning and design efforts, including during the National Environmental Policy Act (NEPA) phase, if funded.

Study Background

The Reimagining WIS 175 Study comprehensively assesses potential alternatives for the future WIS 175 corridor to accommodate various modes of transportation, connect neighborhoods, and promote socio-economic vitality. The need for the Study is highlighted by several factors: aging infrastructure; insufficient walking, biking, and transit connections; disconnected neighborhoods; user safety; and an incomplete freeway network.

Public Involvement and Agency Coordination

Public involvement was integral to the Study, ensuring community input in the future of WIS 175. Activities for public engagement included technical meetings, focus groups, public meetings, surveys, and online interaction. Community research identified preferred information channels, which informed the Study's branding of public engagement materials and the findings report. The outreach plan employed both traditional and non-traditional methods to ensure extensive participation. Collaboration with community-based organizations enhanced outreach efforts. Two advisory committees were formed: a Community Advisory Committee (CAC) and a Technical Advisory Committee (TAC) to ensure local needs were considered, and expert assistance was incorporated into the Study process.

Alternatives Development Process

The Study followed a three-level screening process to develop and evaluate alternatives:

- **Initial Concept Screening (Level 1):** Evaluated concepts for fatal flaws (factors that would eliminate the concept from further consideration).
- **Screening & Identification of Study Alternatives (Level 2):** Developed section-specific build alternatives to evaluate and reduce alternatives for a more detailed analysis.
- **Alternatives Evaluation:** The evaluation compared the reduced alternatives which included more analysis but did not identify a preferred alternative.

Alternatives Descriptions

Four viable alternatives were considered in the Study that focused on where to end the “expressway”. An expressway is a divided highway generally designed for uninterrupted through traffic. The results of the Level 2 screening identified four viable build alternatives for WIS 175:

- **Replace In-Kind:** Maintain the existing configuration of WIS 175 where the expressway ends at Lisbon Avenue.
- **Alternative 1: End Expressway North:** The expressway ends near the northern Study Limit, between Vine and Lloyd Streets. Provides an expressway for most of the full length of the WIS 175 Study Limits.
- **Alternative 2: End Expressway Middle:** The expressway ends near the middle of the corridor, between State Street and Martin Drive. Provides an expressway for about half of the length of the WIS 175 Study Limits.

- **Alternative 3: End Expressway South:** The expressway ends near the southern Study Limit, between Wells and State Streets. Provides an expressway for only about one quarter of the length of the WIS 175 Study Limits.

Alternatives Evaluation

The later phase of alternatives evaluation for the Study includes transportation, reconnection and environmental impacts, and other considerations for four build alternatives. No alternatives were eliminated through this phase of evaluation. Key findings of the assessment include:

Transportation

The transportation evaluation includes review of operations, safety and multi-modal mobility & access:

Traffic operations: A mesoscopic traffic analysis was performed and showed that as WIS 175 changes from an expressway to more urban roadway, traffic is expected to decrease on WIS 175 and increase on nearby streets like Hawley Road and 35th Street. Peak period corridor travel times were evaluated, with no increases expected to exceed 3.5 minutes during peak hours for all corridors. More detailed analysis of traffic impacts will be required in future phases of design.

Safety: A five-year safety assessment (2018-2022) of crashes along WIS 175 and nearby arterial roads showed higher-than-average crash rates and numerous vulnerable user incidents. The Study Team applied the Safe System Approach in the alternative designs, focusing on protecting vulnerable users, reducing speeds, curbing reckless driving, and separating modes.

Multi-Modal Mobility & Access: Each alternative offers different opportunities for transit, biking, and walking. Alternatives 1-3 enhance east-west connections, provide safe north-south connectivity, and connect regional trails.

Social, Economic & Physical Reconnection

Each Study alternative offers unique opportunities for potential future development, independent of transportation improvements. At the request of the City of Milwaukee and Milwaukee County, land use and reconnection proposals were developed for each of the four alternatives. These proposals present various strategies for developing the potential future surplus land generated by the different roadway options. Comprehensive analyses of social, economic, and physical reconnections were conducted to ensure socio-economic vitality. Alternatives 1, 2, and 3 offer increased land usage opportunities and a balanced mix of land uses compared to the Replace-In-Kind. The alternatives progressively increase the amount of land available for redevelopment, thereby providing more potential housing units, viable commercial spaces, and public areas.

Environmental & Other Considerations

The high-level environmental scan of WIS 175 included the following key factors; Study Area demographics, hazardous materials, Section 4(f) resources, cultural resources – Section 106, wetlands and rivers, noise, and stormwater. Additional evaluation of the right-of-way impacts and construction costs were also documented. No significant concerns were identified during these evaluations. A more detailed environmental review will need to be completed during the NEPA phase.

2. Study Definitions

Acronym	Meaning
AADT	Annual Average Daily Traffic
AASHTO	American Association of State Highway Transportation Officials
BRRTS	Bureau for Remediation and Redevelopment Tracking System
BMP	Best Management Practices
BRT	Bus Rapid Transit
CBO	Community Based Organization
CPKC	Canadian Pacific Kansas City (Railway)
DTA	Dynamic Traffic Assignment
EJ	Environmental Justice
FDM	Facilities Development Manual
FHWA	Federal Highway Administration
HSI	Highway Structures Information System
IHSDM	Interactive Highway Safety Design Model
MCTS	Milwaukee County Transit System
MOU	Memorandum of Understanding
NACTO	National Association of City Transportation Officials
NBI	National Bridge Inventory
NEPA	National Environmental Policy Act
NWI	National Wetlands Inventory
PEL	Planning and Environmental Linkages
PMP	Project Management Plan
SEWRPC	Southeastern Wisconsin Regional Planning Commission
SHPO	State Historic Preservation Office
SNBI	Structure Number Bridge Inventory
SOO	Soo Line Railroad Company (Railway)
SSA	Safe System Approach
TIP	Transportation Improvement Program
TLE	Temporary Limited Easement
TPC	Transportation Projects Commission
USACOE	U.S. Army Corps of Engineers
USFWS	U.S. Fish and Wildlife Service
USGS	U.S. Geological Survey
USEPA	U.S. Environmental Protection Agency
WisDOT	Wisconsin Department of Transportation
WSOR	Wisconsin & Southern (Railway)
WWI	Wisconsin Wetland Inventory

3. Introduction

The Wisconsin Department of Transportation (WisDOT), in partnership with Milwaukee County and the City of Milwaukee, has completed a Planning Study to reimagine the 1.8-mile section of the WIS 175 Corridor, between the I-94 Stadium Interchange and Lisbon Avenue as shown in Figure 1.

This Reimagining WIS 175 Planning Study (Study) report takes a comprehensive, holistic approach to evaluate viable alternatives for the future WIS 175 corridor in a way that accommodates vehicles, transit, bicycle, and pedestrian connections; connects neighborhoods; and promotes socio-economic vitality. Community engagement was an integral component of the Study documented in this report.

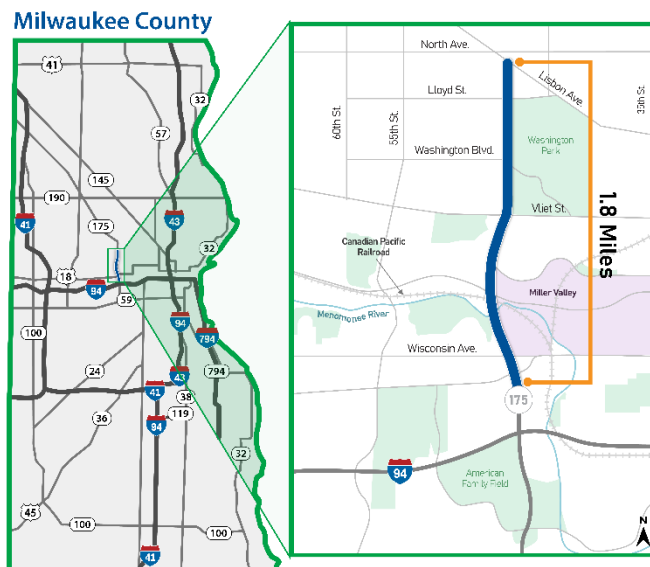


Figure 1 – WIS 175 Study Location

The focus of this Study report is on the development and evaluation of alternatives that:

- **Incorporate safety, traffic operations, mobility, and access improvements in the alternatives developed;**
- **Consider impacts to the environment, neighboring communities, consistency, and compatibility with existing plans, costs, future roadway jurisdiction, and incorporates community and stakeholder input; and**
- **Provide opportunities for reconnection through a social, economic, and physical perspective.**

This Study documents a wide range of roadway initial concepts and evolving alternatives that vary in functional classification, access, and typical section. This report identifies and evaluates the viable alternatives resulting from a robust public engagement process that can be used by stakeholders for future planning and may include future National Environmental Policy Act (NEPA) and preliminary design efforts, if funded.

This Study outlines the process of developing and evaluating various concepts and alternatives for reimagining WIS 175. Multiple concepts and alternatives were analyzed, presented to stakeholders and the public, and subsequently refined and narrowed down to determine the alternatives put forward for this Study. An evaluation was conducted of four viable Study alternatives, as documented in this report.

What is the National Environmental Policy Act?

NEPA is a federal law in place since 1970 that requires federal agencies to assess the environmental effects of their proposed actions prior to making decisions.

4. Study Background

Because WIS 175 was built between 1955-1962, the 6-lane urban expressway is nearing the end of its useful life. In considering the future of this corridor, community leaders expressed an interest in studying the options for a Reimagined WIS 175.

The Reimagining WIS 175 Study was announced as a collaborative initiative involving the WisDOT, Milwaukee County, and the City of Milwaukee. On May 4, 2022, these entities, collectively referred to as the "Study Partners," came together to announce the WIS 175 Study with Milwaukee Mayor Cavalier Johnson, Secretary of WisDOT Craig Thompson, and Milwaukee County Executive David Crowley all offering support to this collaborative effort, as shown in Figure 2.



Figure 2 – WIS 175 Study Announcement

*The Study Partners signed a Memorandum of Understanding in May 2023, included in **Appendix A** – Study Partner Memorandum*

What is an “expressway”? Also sometimes called an “express highway,” an expressway is a divided highway generally designed for uninterrupted through traffic, with full or partial control of access provided to and from nearby roads.

4.1. Study Limits & Study Area

The WIS 175 Study corridor encompasses a 1.8-mile section of **expressway** between the I-94 Stadium Interchange to Lisbon Avenue in Milwaukee County, Wisconsin. WIS 175 was originally planned to be a part of a larger freeway network that was never built.

This corridor serves a broad range of stakeholders generally bordered by the following streets: West Burleigh Street to the north, West National Avenue to the south, North 30th Street to the east, and North 60th Street to the west.

This Study uses different terms to distinguish between areas that WIS 175 influences.

When talking about WIS 175 itself, this report uses terms such as “roadway,” “segment,” or “section.” The “WIS 175 Corridor” or “Study Limits” refers to WIS 175 between the I-94 Stadium Interchange and West Lisbon Avenue, plus those intersecting and nearby streets that contribute to WIS 175 traffic. The “Corridor” or “Stadium Freeway” also includes the land parcels that produce trips that use WIS 175. The name “Study Area” refers to an even broader area that may vary with the environmental or community resource being considered.

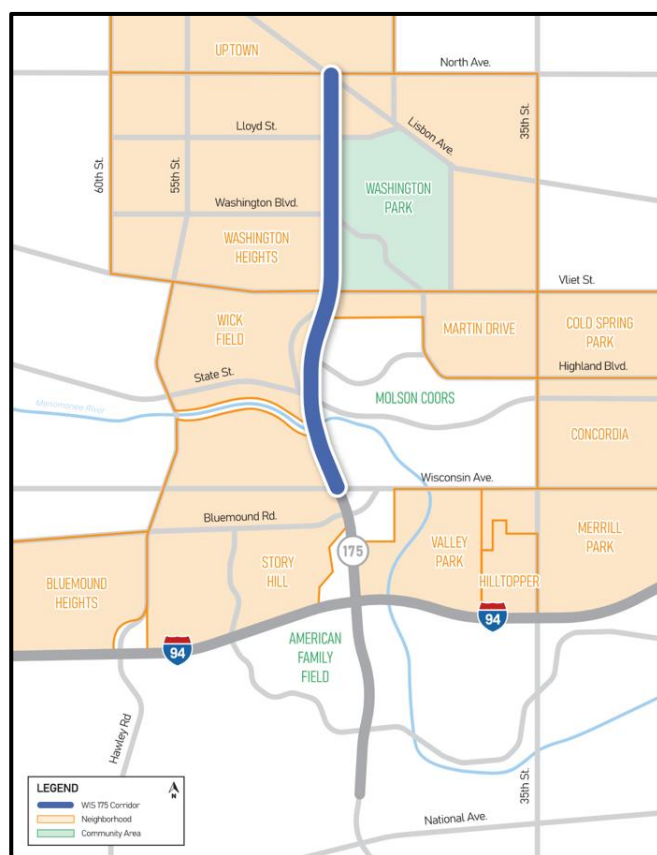


Figure 3 - WIS 175 Study Area, Public Outreach

For instance, Figure 3 illustrates an expanded Study Area for public outreach in connection with the WIS 175 Corridor shown in blue.

4.2. Study Purpose

The purpose of the Reimagining WIS 175 Study is to take a comprehensive, holistic approach to evaluate potential, viable alternatives for the future WIS 175 Corridor in a way that addresses safety and traffic operations for vehicles; accommodates transit, bicycle and pedestrian connections; connects neighborhoods, and promotes socio-economic vitality.

4.3. Study Need

The need for the Study is demonstrated through a combination of factors that include corridor history, regional/local transportation and land use planning, transportation demands, safety, linkage, social and economic impact, and environmental aspects. Based on analysis and stakeholder feedback, the following Study needs were identified:

1. **Aging Infrastructure:** WIS 175 is 60+ years old. Highways like WIS 175 typically have a lifespan of 50 to 75 years. While WisDOT's Maintenance program has extended the original design life of the infrastructure, many structural and operational components are now approaching the end of their service life. Improvements should be planned holistically to ensure they align with the corridor's long-term goals.
2. **Lack of Connections for Walking, Biking and Transit:** Highways, including WIS 175, historically promoted vehicle traffic with little to no accommodations for other modes of transportation (pedestrian, bicycling, transit). Walking and biking are not allowed on WIS 175, and there are few crossings as well as no connections to regional trails. Because much of WIS 175 is below grade, at-grade bus access is impractical resulting in the largest gap of bus services for Milwaukee County Transit system (MCTS). Infrastructure improvements should aim to create Complete Streets that increase mobility for all modes of travel.
3. **Disconnected Neighborhoods:** WIS 175 poses as a barrier between the neighborhoods located to its east and west. Consequently, access to parks and other destinations within and adjacent to the Corridor is perceived as unsafe and inaccessible. Infrastructure improvements should be assessed to reconnect these areas.
4. **User Safety:** Sections of WIS 175 and the adjacent roadways in the Study Area have higher vehicular crash rates than the statewide average. Clusters of pedestrian and bicycle crashes have also been identified in specific areas. Improvements are needed to address the causes of motorized and non-motorized crashes in the Study Area. The goal is to reduce the vehicular crash severity and frequency to below the statewide averages for comparable facilities.
5. **Incomplete Freeway Network (Corridor Continuity):** Originally identified as I-41, WIS 175 was designed to be a part of a larger freeway system that was never built. The Study Partners and community should assess whether maintaining WIS 175 as a grade separated expressway still makes sense in the long-term.

4.4. Study Goals

Study Goals were developed to complement the Purpose statement and identified needs to further define the objectives of the Study. The Study Goals identified for this Study are listed below. These goals were derived with input from the Study Partners, community advisory committee, technical advisory committee, and feedback from the public and key stakeholders.

1. **Transportation Operations** - Enhance the performance of transportation systems to ensure they are reliable and efficient, enhancing the movement of vehicles and goods.
2. **Multi-modal Mobility** - Provide safe and efficient travel options for all roadway users including vehicles, transit, bicycles, and pedestrians by improving infrastructure for non-vehicular traffic.
3. **User Safety** - Reduce crash severity and frequency by:
 - Prioritizing safety for vulnerable users
 - Reducing speeds and reckless driving
 - Separating non-vehicular modes of transportation
4. **Social Reconnection** - Enhance the sense of community and interaction among neighborhoods with potential for improved access to public places, access to resources, and neighborhood activity hubs.
5. **Economic Reconnection** - Increase economic growth, neighborhood activity, and housing choice with available land to support improved quality of life for residents.
6. **Neighborhood Design (Physical Reconnection)** - Create a cohesive urban environment that enhances connectivity by extending existing neighborhoods, reducing barriers, and promoting compatibility between new and historic development.

4.5. Study Partners & Study Team

As previously defined, the City of Milwaukee, Milwaukee County and WisDOT are the Study Partners, collectively seeking to "Reimagine WIS 175".

The Study Partners and the USDOT Federal Highway Administration (FHWA) each have specific roles and interests in the Study:

- **WisDOT:** WisDOT currently maintains and operates WIS 175 to support economic growth and meet the needs of the state's population and visitors.
- **City of Milwaukee:** The City owns, operates, and maintains adjacent/connecting urban streets, limited properties along the corridor, and abandoned/vacant properties scattered throughout the wider Study area.
- **Milwaukee County:** The County owns, operates, and maintains Milwaukee County Transit System (MCTS) buses and bus stops along the corridor. The County also owns, operates and maintains much of adjacent Washington Park.
- **FHWA:** The federal government provides funding to WisDOT and has authority to approve NEPA environmental review process and documentation.

WisDOT contracted with a consultant, GRAEF, to facilitate all the elements of the Study including preliminary concept development, develop graphics, plan stakeholder and public involvement meetings, manage public outreach, develop strategy to narrow alternatives and document the process/prepare reports. GRAEF, their subconsultants, and the Study Partners are collectively referred to as the "Study Team".

4.6. Study Steps

The Study followed a four-step process, see Figure 4. The process involved the Study Team who engaged the public during each step:

Step 1 - Research and Data Gathering: At the onset of the Study, the Study Team completed extensive outreach to agencies, advisory groups, stakeholders and the public and combined that with extensive research to understand the existing condition and issues in the corridor. The initial Public Involvement Meeting (PIM #1) was conducted during this step to assess existing issues and identify the community's needs. Step 1 resulted in defining the Purpose and Need and the Study goals.

Step 2 - Develop Alternatives: Following the goals from Step 1, a wide range of initial concepts were identified and evaluated by the Study Partners with input from advisory groups. Through the initial Level 1 screening six initial alternatives were developed for the north and south segments of WIS 175, which were presented to the public for feedback at PIM #2.

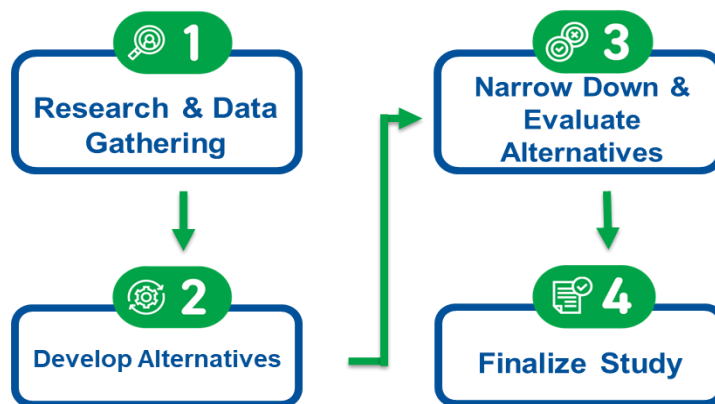


Figure 4 – WIS 175 Study Steps

Step 3 - Narrow Down & Evaluate Alternatives: A second screening process, Level 2, was completed for the initial alternatives using public and stakeholder input which resulted in the development of the Study alternatives. The Study alternatives, along with a detailed evaluation, was presented to the public for feedback at PIM #3.

Step 4 - Finalize Study: This report documents the Study process, feedback received, alternatives development process, alternatives description and evaluation, and future considerations.

The Reimagining WIS 175 Study started in Fall 2022 and was completed in Fall 2025. The Study schedule is shown in Figure 5, which outlines the integration of the four-step process with public involvement.



Figure 5 – WIS 175 Study Schedule

4.7. Potential Inclusion of this Study into NEPA

Further evaluation of the WIS 175 Corridor is not intended to end here. The development and screening of concepts and alternatives, evaluation and public feedback herein can be used for future planning purposes. A future design effort -- if funding becomes available -- will include the National Environmental Policy Act (NEPA) process and design process.

This Study may provide a foundation to the NEPA process by identifying stakeholders, creating a range of viable alternatives that meet the Study's Purpose and Need, and preliminarily identifying important social, economic, and environmental impacts to consider.

The Study Team completed the FHWA Planning and Environmental Linkages (PEL) Questionnaire (see **Appendix B**) which summarizes the Planning process and is intended to provide a transition to NEPA if funding is received.

*The FHWA Planning and Environmental Linkage (PEL) Questionnaire is included as **Appendix B – Planning and Environmental Linkages Questionnaire.***

Procedural requirements under NEPA entail considerable effort. To move forward with projects like any of the build alternatives described in this report, agencies like WisDOT must determine if their actions will have significant environmental effects. Agencies must consider reasonable and foreseeable environmental and related social and economic effects of proposed actions. This Study report identifies some initial elements to inform a future NEPA process that may follow.

5. Background

5.1. Stadium Freeway History

In the early 1950s planning for WIS 175, known as the Stadium Freeway, began by the City of Milwaukee as part of the Milwaukee County Expressway Plan. In 1954, planning responsibilities were transferred to the newly created Milwaukee County Expressway Commission. They developed a plan for the Stadium Freeway (Highway 41) to extend from Greenfield through West Milwaukee, connecting with the East-West Freeway, and then continuing to the Park Freeway, see Figure 6.

In the late 1950s, the Milwaukee County Expressway Commission initiated the acquisition of land for the construction of the Stadium Freeway. This project necessitated the acquisition of numerous homes situated between 47th and 46th Street, as illustrated in Figure 7 and Figure 8. Additionally, approximately 17 acres on the western edge of Washington Park were acquired from the City to facilitate the freeway's construction.

In the early 1960s, the Southeastern Wisconsin Regional Planning Commission (SEWRPC) took over freeway planning, with the intention of extending the Stadium Freeway northward. The plan was to extend the Stadium Freeway through northern Milwaukee and Ozaukee County, connecting with the North-South Freeway and the Port Washington Bypass at Saukville. In 1961, the I-94/East-West Freeway opened through the incomplete Stadium Interchange. The Stadium Interchange and Stadium Freeway (Highway 41) to Lisbon Avenue was completed in 1962.



Figure 6 - Stadium Freeway Plan



Figure 7 - 1937 Martin Drive Neighborhood Pre Freeway



Figure 8 - 1957 Martin Drive Neighborhood Post Freeway

During the mid-1960s, freeway construction slowed due to growing criticism and opposition from the public. The planned extension of the Stadium Freeway from Lisbon Avenue to Ozaukee County was canceled.

In November 1974 Milwaukee County had a freeway referendum which asked voters whether they supported the construction of five remaining freeway segments. The specific question was framed to gauge public opinion on completing these segments, which included:

1. **Airport Spur:** Designed to connect the freeway system to the airport.
2. **Park Expressway (West):** Intended to connect I-43 to the Stadium Freeway.
3. **Stadium Expressway (South):** Planned to extend the Stadium Freeway southward.
4. **Downtown Loop / Park East:** Aimed at completing the downtown loop.
5. **Lake Expressway (South):** Proposed to extend the Lake Freeway southward

Voters rejected completing the five additional freeway segments, effectively halting Milwaukee's freeway expansion. Since the 1974 referendum, only the Airport Spur, which was completed in 1978, has been constructed. As a result, the Stadium Freeway has remained unchanged since opening in 1962.

In 2015, the redesignation of Interstate 41 (I-41) to coincide with US 45 in western Milwaukee County, resulted in designating the Stadium Freeway as WIS 175.

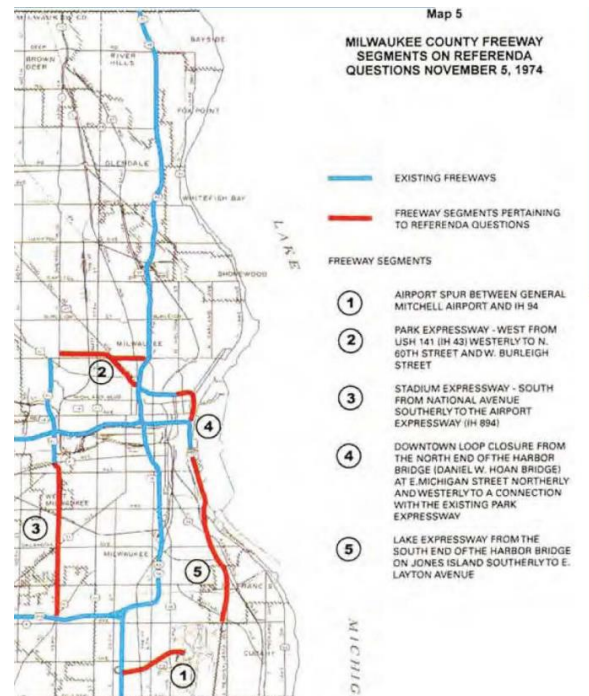


Figure 9 - 1974 Referenda on Freeway Support

5.2. Study Corridor Context

WIS 175 passes through residential, recreational, institutional, commercial, and industrial areas, connecting travelers with businesses, residences, parks, schools, and community facilities. The future of WIS 175 should serve all users, including motor vehicles, pedestrians, and bicycles, to connect with community resources and destinations shown in Figure 10 including:

- Residential areas (existing and future)
- Schools, senior and community centers, hospitals and public libraries
- Parks & natural areas (Doyle Park, Wick Park, Washington Park, Menomonee River)
- Regional trails (Oak Leaf Trail, Hank Aaron Trail)
- Business areas & retail areas
- Restaurants and grocery stores
- Industrial / freight users (Molson Coors, Harley Davidson, State Street Corridor)
- American Family Field
- Transit routes

Local mobility, or the movement of people and goods, in the Study Area is impacted by the presence of the grade separated expressway. The design of WIS 175 prioritized the movement of motor vehicular traffic, resulting in physical barriers for other modes of transport such as walking, biking, or transit.

Additionally, the Canadian Pacific Kansas City (CPKC) railway and Menomonee River further compound these issues by adding physical barriers within the region, creating a network of obstacles that residents must navigate. Thus, when planning future developments along the WIS 175 corridor, it is essential to consider the impact of these transportation infrastructures and natural features on mobility of all potential users.

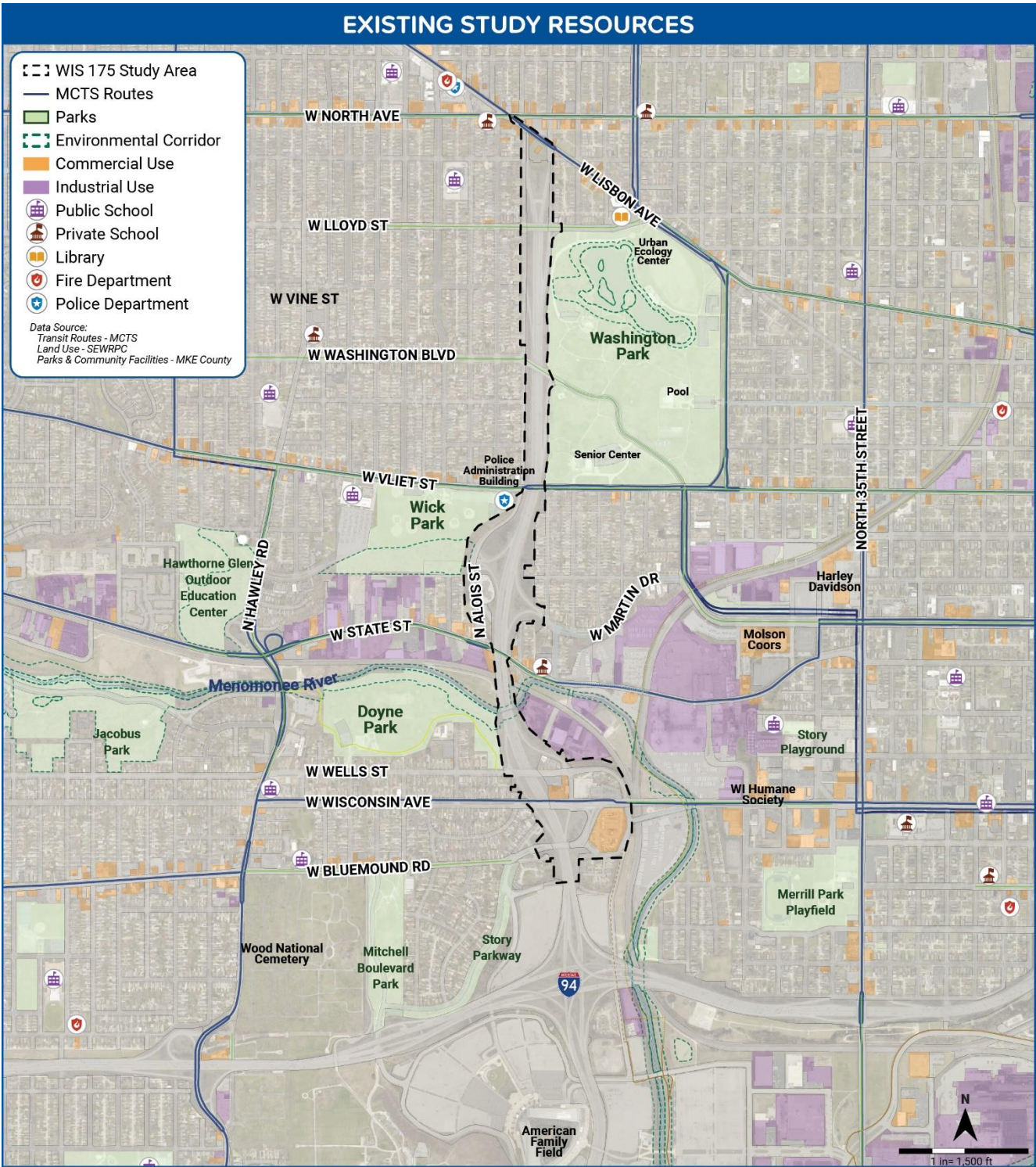


Figure 10 – WIS 175 | Existing Corridor Resources

5.3. Existing Characteristics

The existing roadway system within the corridor consists of the mainline WIS 175 roadway and multiple grade separated interchanges. Built in the early 1960's, the pavement widths and configuration are highly variable due to the tight constraints of the right-of-way (ROW). As shown in Table 1, WIS 175 has a prevailing cross section through the corridor of six 12-foot-wide general-purpose lanes with variable shoulders and barrier wall. Some sections contain one or more auxiliary lanes. Due to the surrounding constraints, both the inside and outside shoulders are variable in width, with some sections having only 2-foot-wide shoulders. Throughout the corridor, the posted speed limit is 50 miles per hour (mph). The speed limit on WIS 175 north of Lisbon Avenue is posted 30 mph.

Table 1 – WIS 175 Existing Lane Configuration

Location	Number of Lanes				Notes
	NB - GP	NB - Aux	SB - GP	SB - Aux	
I-94 Stadium I/C to Wisconsin Avenue I/C	3		3	1	
Wisconsin Avenue I/C to State Street I/C	3	1	3	1	
State Street I/C to Washington Boulevard I/C	3		3		NB Exit only
Washington Boulevard I/C to Lloyd Street I/C	3		3		SB Entrance ramp at Vine Street add 3rd lane NB Exist ramp exit drops 3rd lane
Lloyd Street I/C to Lisbon Avenue (End Freeway)	2		2		

GP= General Purpose, Aux = Auxiliary Lanes, I/C = Interchange

Existing features within the corridor include grade separated interchanges providing connections to the local street network and other overpass and underpass crossings with no access connections. Due to the tight spacing of the interchanges and the constrained right-of-way, many of the existing interchange configurations are unconventional and atypical.

Figure 11 shows the locations of the existing WIS 175 interchanges and crossings. Each feature description includes the general configuration and whether it crosses over or under WIS 175. These features are described by number next to the figure.

While the I-94 Stadium Interchange falls outside the Study Limits, modifications are planned with the I-94 East-West project as outlined in Section 5.11.



Figure 11 - Interchanges and Crossings – Existing

5.4. Structures

WIS 175 has multiple structures, such as bridges and retaining walls. The condition of these structures is crucial for ensuring the safety of the traveling public. Most of the bridges and retaining walls were designed for a 50-year life at the time of construction. Table 2 and Table 3 summarize the Highway Structures Information System (HSI) for the Bridges and Retaining Walls.

Table 2 – WIS 175 Existing Structures Inventory

Location	Existing Information				2024 Bridge Ratings			Comments
Bridge	SID	Year Built	Age	Last Rehab	Deck	Superstructure	Substructure	
USH 18 - BLUEMOUND ROAD over WIS 175	B-40-9	1955	70	2021	Good (7)	Good (7)	Fair (5)	Ratings are SNBI*. New deck in 2000
WISCONSIN AVENUE over WIS 175	B-40-55	1960	65	2014	Satisfactory (6)	Fair (5)	Fair (5)	Ratings are SNBI*. New deck in 2014
WELLS STREET over WIS 175	B-40-52	1958	67	2020	Satisfactory (6)	Good (7)	Satisfactory (6)	Ratings are NBI*. New deck in 1989
WIS 175 over the MENOMONEE RIVER/RAILROAD	B-40-63/64	1960	65	2021	Fair (5)	Fair (5)	Satisfactory (6)	Ratings are SNBI*. New deck and widenings in 1999. SB/NB Bridges
VLIET STREET over WIS 175	B-40-53	1959	66	2016	Good (7)	Fair (5)	Satisfactory (6)	Ratings are SNBI*. New deck in 2016
WASHINGTON BOULEVARD	B-40-56	1958	67	2016	Fair (5)	Fair (5)	Satisfactory (6)	Ratings are SNBI*. New deck in 1989
LLOYD STREET	B-40-60	1960	65	2016	Satisfactory (6)	Fair (5)	Fair (5)	Ratings are SNBI*. New deck in 1989

*Standard National Bridge Inventory (SNBI) is the current rating system. National Bridge Inventory (NBI) is the earlier rating system being phased out as bridges are inspected.

The WIS 175 bridges were last rehabbed in between 2014 and 2021 and the deck conditions vary from Fair (5) to Good (7). The superstructure and substructures are slightly worse conditions with most rated Fair (5) or Satisfactory (6).

Table 3 – WIS 175 Existing Retaining Wall Structures Ratings

Location	Existing Information			
Retaining Wall	SID	Year Built	Last Rehab	Ratings
ALOIS ST	R400015	1960	N/A	Fair (5)
ALOIS ST	R400042	1965	N/A	Fair (5)
WIS 175 SB	R400020	1961	N/A	Fair (5)

All three retaining walls have a rating of Fair (5).

5.5. Motor Vehicle Traffic Patterns

Understanding travel patterns in the region and corridor is essential when identifying future opportunities for WIS 175.

The existing traffic volumes vary greatly throughout the Study Corridor, as shown in Figure 12. For the purposes of this analysis, two types of travel patterns generally exist within the WIS 175 corridor: regional and local. Regional travel passes through the WIS 175 corridor, with their origin and destination somewhere outside of the Study Area. Local travel is going to or coming from the adjacent Study Area. StreetLight big data analytics was used to evaluate the travel patterns, and it was found that approximately 54% of the trips are “Local trips” beginning or ending within 3 miles of the expressway.

Based on the data volumes and origin-destination data from StreetLight, it was determined that traffic using WIS 175 is mixed between local traffic starting or ending their trip within the Study Area and regional traffic that may be using WIS 175 as a connection to I-94 but not beginning or ending their trips within the Study Area.

Because of this mix of traffic users, it is expected that alternatives that downgrade the existing expressway to an arterial with at-grade intersections and lower speeds will create diversion away from WIS 175 to other streets. Regional traffic may avoid the corridor and surrounding arterials entirely. Local traffic using WIS 175 as a connection to I-94 may also divert from WIS 175 and access I-94 via other connections and interchanges, or drivers may continue to use WIS 175 regardless of the alternative.

With the introduction of the Diverging Diamond Interchange (DDI) on I-94 at the Stadium Interchange, and other changes to I-94 such as the partial removal of the Hawley Road interchange, regional travel pattern changes are expected to impact WIS 175, regardless of the any proposed concept alternatives. For example, under the existing I-94 configuration, traffic accessing I-94 westbound from the interchange with 35th Street can access WIS 175 via the Stadium Interchange. However, after the I-94 expansion project and the DDI are constructed, the on-ramp for I-94 westbound from 35th Street merges with I-94 west of the DDI, removing access to WIS 175 for those entering I-94 at 35th Street. Therefore, any driver that currently takes 35th Street to I-94 to WIS 175 may take 35th Street to Wisconsin Avenue, and access WIS 175 via the

WIS 175 Traffic Facts:

- 2022 WisDOT vehicles per day (vpd) Daily Traffic Volumes*:
 - 31,700 vpd south of Lloyd Street
 - 57,300 vpd north of Vliet Street
 - 71,000 vpd south of State Street
 - 72,800 vpd north of I-94
- Trucks account for 2.4% - 5.3% daily of traffic, with the highest percentage north of I-94
- Northbound WIS 175:
 - 4 off-ramps
 - Lloyd Street is the highest volume off-ramp
 - 2 on-ramps
 - Wells Street is the highest volume on-ramp
- Southbound WIS 175:
 - 2 off-ramps
 - Wells Street is the highest volume off-ramp
 - 3 on-ramps
 - Vine Street is the highest volume on-ramp

**Additional information on the Traffic Operations and Safety Analysis can be found in Section 9.1.1 Traffic Operations*

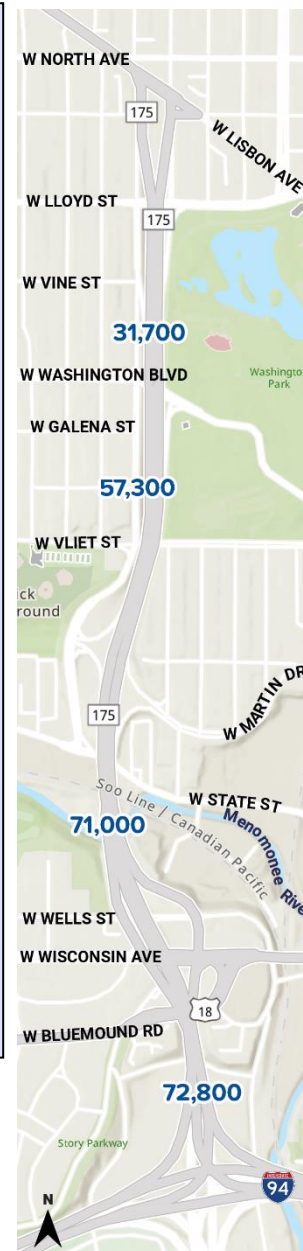


Figure 12 - WIS 175
2022 Traffic Volumes

northbound on-ramp at the interchange with Wisconsin Ave. This would then decrease the volumes on I-94, the E-N ramp of the Stadium Interchange, and WIS 175 volumes south of the interchange with Wisconsin Avenue, and increase traffic on the WIS 175 northbound on-ramp from Wisconsin Avenue, regardless of any background growth. These geometric changes that cause diversion should be considered separately from any impacts resulting from changes to WIS 175.

5.6. Truck / Freight Use

The southern part of WIS 175 provides important connections for freight haulers and distributors to I-94 and other major highways to distribute goods beyond the Study Area. As shown in Figure 13, there are many industrial and commercial businesses along State Street and the 30th St Corridor that generate and distribute freight. Maintaining truck and freight access is critical to the businesses in the area.

5.7. Heavy Rail System

Soo Line Railroad Company (SOO), part of the Canadian Pacific Kansas City (CPKC) railway, operates and maintains a heavy rail facility within the corridor. The CPKC heavy rail runs parallel with the Menomonee River and has two mainline heavy freight rail tracks that cross under WIS 175 just south of State Street as shown Figure 14. Currently, CPKC railway operates 21 trains per day, on average, on these tracks. CPKC railway transports a wide variety of commodities at an operating speed between 10 mph and 35 mph. Wisconsin & Southern (WSOR) has a rail

line that splits off the CPKC railway east of WIS 175. Currently, WSOR railway operates 3 trains per day, on average, at an operating speed between 5-10 mph.

Both tracks are close to several industrial sites and offer rail access for deliveries.

According to the [FHWA and FRA Highway Rail Crossing Handbook Chapter 3](#)¹, grade separation of WIS 175 and the CPKC Freight Train railway is warranted and should be maintained. Future coordination with CPKC is needed to evaluate alternatives for the WIS 175 bridge replacements over the railway.



Figure 13 - WIS 175 Commercial Corridors / Truck Freight Routes

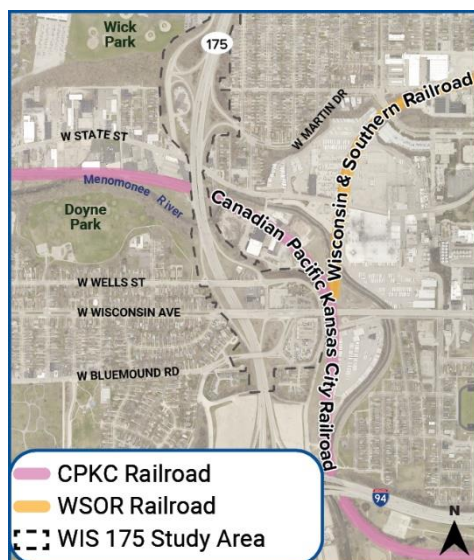


Figure 14 - WIS 175 Railroad Corridors

¹ [Highway-Rail Crossing Handbook, 3rd Edition - Chapter 3](#)

5.8. Transit Facilities

Milwaukee County Transit System (MCTS) provides bus service within Milwaukee County. Transit offers an alternative to personal vehicle travel and represents a potential key alternate mode choice for users traveling through the corridor.

Currently, there are no bus routes on WIS 175 within the corridor. MCTS highlighted a significant gap in North-South bus service of almost 1.5 miles because of this. The main challenge in adding a route is the inability to provide accessible bus stops at key intersections due to the existing interchange configurations. There are four bus routes that cross WIS 175 Study Area at Wisconsin Avenue (BRT Connect 1), State Street (Route 31), Vliet Street (Route 33), and Lisbon Avenue (Route 57) shown in Figure 15.

MCTS has expressed interest in establishing a bus route along WIS 175, extending through the I-94 Stadium Interchange south to National Avenue. To implement this new bus route on WIS 175, it is essential to facilitate transfers at multiple crossing routes. This may require reconfiguring the interchanges for convenient access or converting the interchanges into at-grade intersections to enable safe transfers.

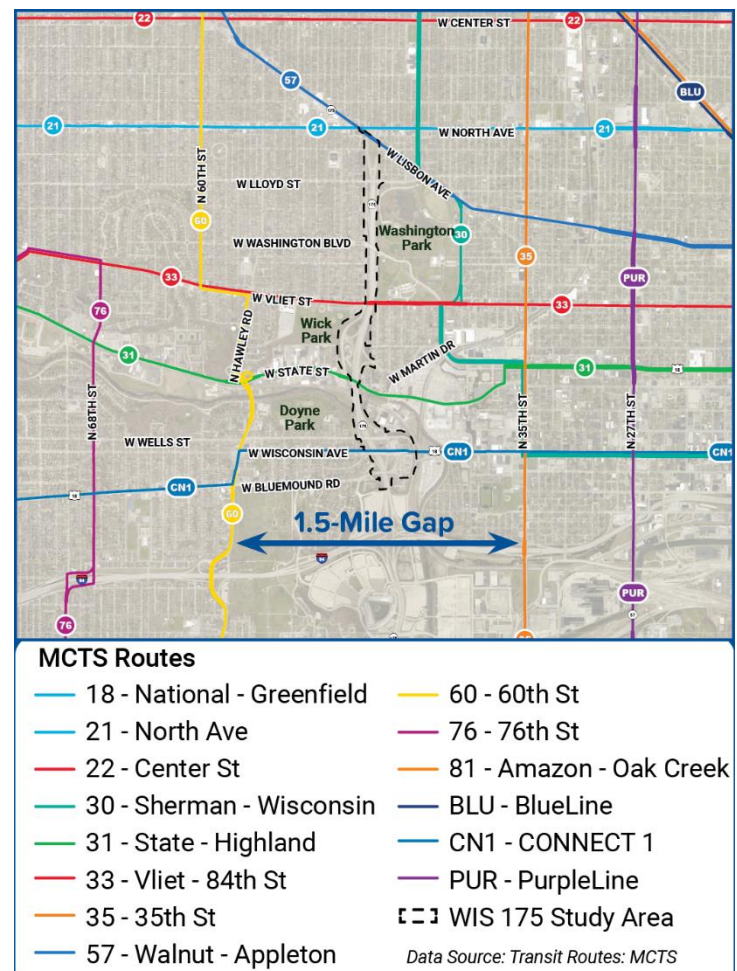


Figure 15 - MCTS Route Map

5.9. Bicycle and Pedestrian Facilities

Walking and bicycling are not allowed on WIS 175, but the highway does interact with and affect bicyclists and pedestrians within the corridor. There are no pedestrian-only overpass bridges; all existing overpasses have attached sidewalks with roadway crossings. Bicycle accommodations in the corridor include a mix of bicycle lanes and uncontiguous signed routes/shared lanes.

Barriers to bicycle and pedestrian mobility, such as WIS 175, the railroad tracks, and the Menomonee River, are significant. There is a need for additional safe and comfortable east-west crossings of WIS 175, as well as improved interchanges and ramps, to better accommodate bicyclists and pedestrians.



Figure 16 - WIS 175 Existing Bicycle & Pedestrian Facilities

As illustrated in Figure 16, the Study Area includes two regional trails: the Hank Aaron State Trail, which runs parallel to I-94 south of the project, and the Oak Leaf Trail, ending at Doyne Park west of WIS 175. The I-94 East-West project plans to extend the Hank Aaron State Trail under I-94 to Bluemound Road, but a gap remains between these trails.

Additionally, public engagement and comprehensive plans indicate the community's vision for improved bicycle safety and mobility along and across WIS 175.

In June 2022 the City of Milwaukee Department of Public Works (DPW) adopted National Association of City Transportation Officials (NACTO) design guidance as the City's official street design standards. The NACTO design guidelines were selected to provide the vision and flexibility to reimagine city streets to be safe, welcoming, and livable for all – regardless of where one lives, how they get around, or their physical ability. The NACTO design principles and WisDOT Complete Streets design policies have been incorporated into the Study alternatives to provide safe and comfortable facilities for all users, to enhance multi-modal mobility.

5.10. Previous Studies and Reports

City of Milwaukee – WIS 175 Visioning Study

In 2016-2017, the City of Milwaukee, in coordination with WisDOT, completed a [Visioning Study](#)² (see Figure 17) which examined various long-term plans for modifying how WIS 175 ends at Lisbon Avenue. Four concepts were developed through the Visioning Study to evaluate the realignment of the ramps where the freeway portion of WIS 175 intersects Lisbon Avenue. The Visioning Study was incorporated as an amendment to the City of Milwaukee's Washington Park Area Plan. The Visioning Study laid the groundwork for the Reimagining WIS 175 Study and helped define many of the Study objectives. Additionally, several alternatives considered at Lisbon Avenue and Lloyd Street were carried over into the Reimagining WIS 175 Planning Study.

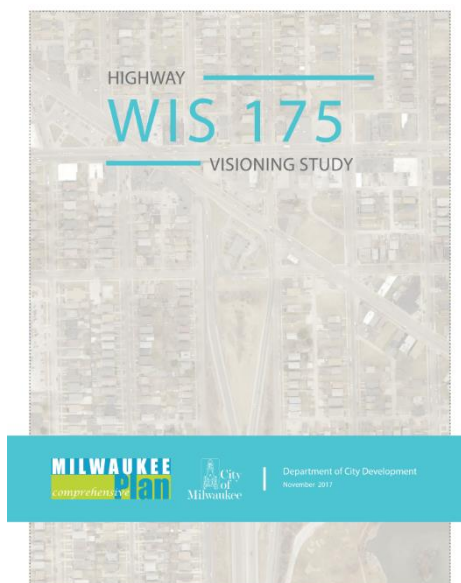


Figure 17 - City of Milwaukee Highway WIS 175 Visioning Study

² [City of Milwaukee - Highway WIS 175 Visioning Study](#)

5.11. Other Actions in the Study Area

WisDOT Interstate 94 (I-94) East-West project

The I-94 East-West project covers approximately 3.5 miles of I-94 between 70th Street and 16th Street in Milwaukee County and includes the WIS 175 Stadium Interchange and five local/service interchanges redesigns. As part of the larger I-94 corridor, the project connects major federal and state investments at the Marquette Interchange and the Zoo Interchange. The project is designed to modernize the corridor by improving safety, replacing aging infrastructure, and reducing congestion. Construction is currently scheduled to begin in 2025.



Figure 18 – IH 94 & WIS 175 Future Diverging Diamond Interchange

As part of the I-94 East-West project, the WIS 175 Stadium Interchange is set to be reconstructed as a diverging diamond interchange (DDI). This will involve I-94 passing over WIS 175 / Brewers Boulevard at the same elevation as the existing interchange's highest point. The DDI will feature two traffic signals on WIS 175 at both ramp terminals with I-94. WIS 175 is planned to be a low-speed urban roadway with a posted speed limit of 35 mph. Additionally, WIS 175 will incorporate a raised, landscaped median to transform its current expressway section into a more urban character.

Figure 18 shows a rendering of the proposed interchange looking southwest, with the southern terminus of this WIS 175 project in the foreground. Construction of this new interchange is slated for 2029-2033.

More information on the project can be found on the WisDOT website 94eastwest.wisconsin.gov. This Study will consider and accommodate this known project.

6. Public Involvement and Agency Coordination

A comprehensive program of public and agency involvement activities, tailored specifically for this Study, was conducted and is documented in **Appendix C – Public Involvement and Agency Coordination Summary**. This Study incorporates feedback received from various groups and communities engaged specifically through a series of technical meetings, focus groups, public meetings, surveys, and online engagement platforms. Comments and input received helped frame the Purpose and Need, Study Goals, and ultimately informed the Study's findings and recommended alternatives.

*Details of the WIS 175 public and agency involvement activities conducted throughout the Study are provided in **Appendix C – Public Involvement and Agency Coordination Summary**.*

6.1. Community Based Research

Before initiating public outreach efforts, the Reimagining WIS 175 Study Team conducted a community research study to determine how community members within the Study Area preferred to receive information about the Study. This research was carried out in two phases:

1. **Secondary Research:** The team reviewed existing data, past outreach efforts, and identified key organizations that have been active within the Study Area.
2. **Primary Research:** This phase included both quantitative and qualitative methods to capture real-time audience experiences. The Study Team conducted two focus groups, each with 10-15 participants, and distributed an online survey, which received approximately 435 responses.

Findings from this research informed the development of a branding guideline and findings report, which is attached in **Appendix C-2.3**. This report detailed community needs, effective engagement strategies, and recommended impactful community-based organizations in the Study Area. The branding guideline was developed to assist in providing keywords and issues that attract community members to be involved.

6.2. Public Involvement Plan

The Reimagining WIS 175 public involvement team developed a comprehensive strategy to guide community engagement throughout the Study. The resulting 44-page Public Involvement Plan (PIP) attached in **Appendix C-2.2** detailed the team's approach, public involvement goals and objectives, target audiences, key Study messages, and engagement techniques. The PIP incorporated both traditional and non-traditional outreach methods to ensure broad and inclusive participation, as discussed more in Section 6.3.

6.3. Public Involvement Outreach

The Reimagining WIS 175 Study Team used traditional outreach methods, including mailings, public meetings, press releases, as well as posting to the WisDOT social media account and the WisDOT website wisconsindot.gov/reimagine175 to spread awareness of the Study throughout the 19 nearby neighborhoods.



Figure 19 - QR Code to Social Pinpoint Engagement Site

To further engage the community, the Study Team implemented non-traditional outreach methods (referenced more in **Appendix C-4.0**), including yard signs, engagement graphics, half-sheet handouts for community events, pop-up events, neighborhood meetings, walking tours, and email blasts. These approaches provided multiple channels for feedback and participation.

The Study Team also partnered with community-based organizations (CBOs) to raise local awareness, as detailed in **Section 6.4**.

Finally, the Study Team utilized Social Pinpoint, an online engagement platform, to host meeting materials, gather community input through an interactive map, distribute online surveys, and collect email addresses for ongoing updates. The Social Pinpoint engagement site can be accessed at graef.mysocialpinpoint.com/wisdot175 or using the QR code in Figure 19.

The Public Involvement outreach achieved considerable success, and several key statistics are presented in Figure 20.



Figure 20 - WIS 175 Public Involvement At-a-Glance

6.4. Community Based Partners

The Reimagining WIS 175 Study Team identified 20 CBOs across 14 adjacent neighborhoods to support broader community outreach. By building relationships with these organizations, the public involvement team was able to expand outreach efforts beyond traditional methods. These partnerships, formed through Community-Based Research, leveraged the CBO's strong communication networks within their own organizations and surrounding communities..

The locations of the CBO partners are shown in Figure 21 and are listed below:

1. Uptown Crossing Business Improvement District (BID)
2. Sherman Park Community Association
3. Metcalfe Park Community Bridges
4. Rooted and Rising
5. Near West Side Partners
6. Story Hill Neighborhood Association
7. Bluemound Heights Neighborhood Association
8. Historic Concordia Neighbors
9. Vilet Street Business Association
10. Center Street BID
11. Grasslyn Manor
12. Menomonee River Valley Partners
13. Martin Drive Neighborhood Association
14. Strong Blocks
15. Washington Park Neighbors
16. Merrill Park Neighborhood Association
17. Hmong Wisconsin Chamber of Commerce
18. Milwaukee Intercity Churches Allied for Hope (MICHA)
19. Pat Mueller
20. Dave Boucher (Amaranth Café)

Furthermore, the Study Team had the opportunity to collaborate with five local Community-Based Organizations (CBOs) as compensated, paid partners. These partners were:

- Uptown Crossing Business Improvement District (BID)
- Center Street BID
- Sherman Park Community Association
- Washington Park Neighbors
- Rooted and Rising

The five selected community-based partners represented approximately 14 neighborhoods with a focus on underrepresented communities within the Study Area. These paid community partners worked alongside the public involvement team by performing various outreach tasks, which included:

- Social media engagement
- Email blasts to their distribution lists
- Tabling opportunities at community events
- Door-to-door outreach
- Neighborhood meetings
- Reporting feedback

Figure 21 shows a graphic of the Study Area, highlighting the five paid community partners in color and pinpointing the locations of the 20 local CBOs that assisted the Study Team.

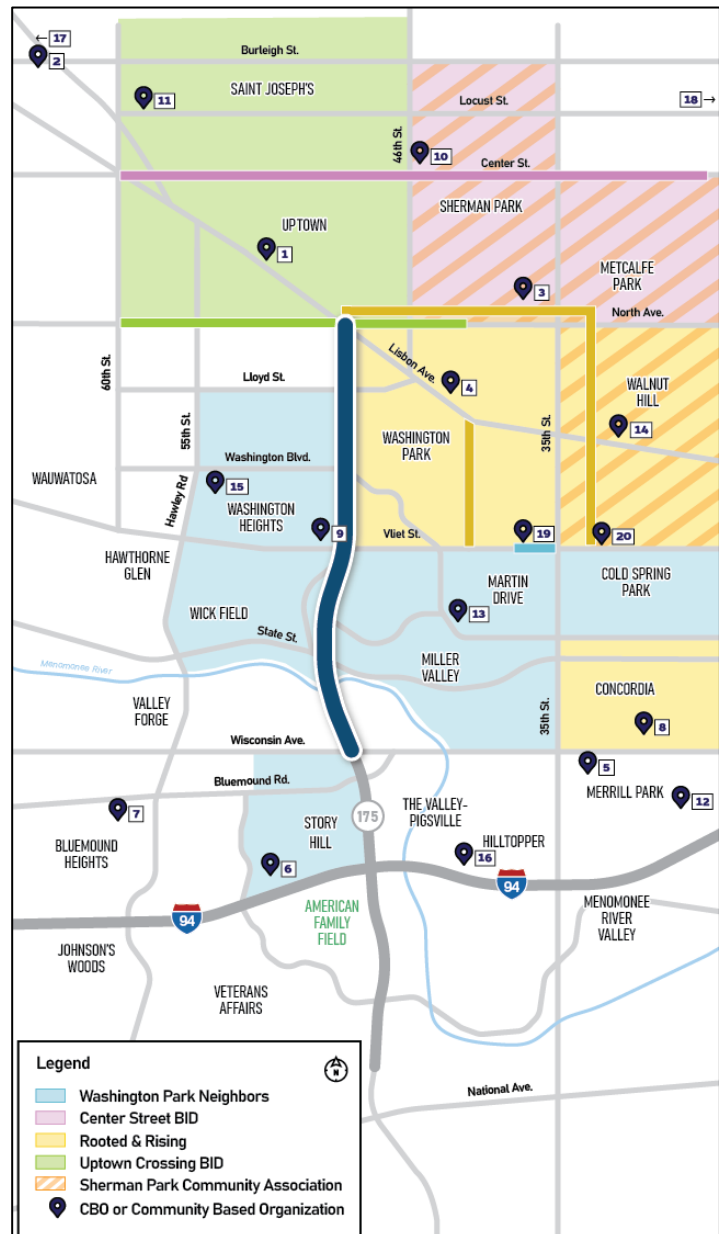


Figure 21 - Community Based Partners

6.5. Community Advisory Committee

The Study Team selected 24 community members, from neighborhood associations, community-based organizations, businesses, and community advocates (found in **Appendix C-3.2**) from the City of Milwaukee to form the Community Advisory Committee (CAC). The CAC was established to provide valuable local insight, ensuring the Study Team considered community needs while developing, evaluating, and refining alternatives for the Study. Over a two-year period, the CAC met four times at the Washington Park Public Library. The meetings aimed to collect information on the community and priorities, as well as review and refine proposed concepts and alternatives through interactive activities and discussions.

- **CAC Meeting 1 (September 2023) (Appendix C-5.5.1):** Introduced the Study, CAC roles, and key workshop goals. Members participated in breakout activities to provide general comments and identify community values in transportation, circulation, and socio-economic conditions.

- **CAC Meeting 2 (December 2023) (Appendix C-5.5.2):** Reviewed draft screening criteria and initial corridor concepts. Members reviewed materials for the second Public Involvement Meeting (PIM #2) and evaluated six north and six south alternatives using a matrix focused on reconnection, transportation, and environmental considerations for feedback
- **CAC Meeting 3 (November 2024) (Appendix C-5.5.3):** Analyzed public input and refined alternatives into four geographic areas. The Study Team introduced a Level 2 Screening Matrix, narrowing options to three combined alternatives for committee feedback.
- **CAC Meeting 4 (March 2025) (Appendix C-5.5.4):** Provided a project update and reviewed materials for the PIM #3. Members participated in exercises assessing draft alternatives based on reconnection, transportation, and environmental factors.

Throughout the process, the CAC played a vital role in ensuring community priorities were reflected in the Study and shaping alternatives to effectively address local needs.

6.6. Technical Advisory Committee

The Study Team selected 31 local technical members to form the Technical Advisory Committee (TAC). The TAC invitation included representatives from the following groups:

- FHWA
- WisDOT (Planning, Environmental Review and Traffic sections)
- City of Milwaukee (DCD and DPW)
- Milwaukee County (DOT, Parks and MCTS)
- WDNR
- MMSD
- SEWRPC
- Public safety (Police and Fire departments)
- Elected officials (local, county and state)

The TAC's role was to provide their expertise on the Study Area to assist the project team in developing, evaluating, and refining alternatives for the Reimagining WIS 175 Study. Over the course of two years, the TAC held four meetings at the Washington Park Public Library, where they participated in activities and discussions regarding the Study Area.

- **TAC Meeting 1 (October 2023) (Appendix C-5.4.1):** The workshop introduced the Study, TAC roles, and key goals. Members provided real-time feedback via Mentimeter and discussed community priorities in transportation, circulation, and social, economic, and neighborhood conditions.
- **TAC Meeting 2 (December 2023) (Appendix C-5.4.2):** The team reviewed feedback from the first TAC meeting and analyzed the project matrix to identify gaps and suggest modifications for evaluating alternatives. Members reviewed materials for PIM #2 and discussed the south and north alternatives, sharing their preferences, concerns, and additional insights on the options presented.
- **TAC Meeting 3 (September 2024) (Appendix C-5.4.3):** The Study Team opened with a review of themes and feedback from the previous meeting. Committee members then analyzed the three

alternatives, discussing their likes, dislikes, and any missing elements, along with identifying if the screening matrix was incorporated into the alternative designs.

- **TAC Meeting 4 (March 2025) (Appendix C-5.4.4):** The Study Team reviewed themes from the previous meeting before members assessed the evaluation matrix for gaps. In groups, they reviewed and commented on the materials that would be presented at PIM #3.

6.6.1. SEWRPC

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) functions as the regional planning agency and metropolitan planning organization for the seven-county Southeastern Wisconsin Region. SEWRPC representatives participated in the Technical Advisory Committee (TAC) and attended project meetings regularly. As no current project for WIS 175 is included in the SEWRPC VISION 2050 plan, the project team engaged with SEWRPC staff to discuss how the Study might contribute to amending the VISION 2050 plan. The staff expressed openness to amendment following the completion of the Reimagining WIS 175 Planning Study, so that if a future project is funded it may be incorporated into the Transportation Improvement Program (TIP) listing.

6.7. Community Walking Tour

As part of the Reimagining WIS 175 Study, a Community Walking Tour (see **Appendix C-5.1**) was held on October 2, 2023. Community members walked the corridor, observed conditions, shared experiences, and discussed their vision for WIS 175.



Figure 22 - Community Walking Tour Map

Invitations were sent to 324 individuals, with RSVPs requested. The Study Team also used social media and worked with nine community organizations to promote the tour.

The starting point for the tour began at the Washington Park Senior Center, located off Vliet Street. The tour route was 2 miles long and was mapped out with twelve-yard signs labeled with stops for the facilitators to prompt questions to community members as seen in Figure 22. Two start times were offered: 4:30 p.m. and 5:30 p.m. Attendees received a map, a comment form, and a Study handout. 43 participants joined the in-person tour, divided into three groups over 1.5 hours.

For those unable to attend, a self-guided tour was available on social pinpoint. The self-guided tour was available through November 1, 2023, and provided a tour link with a route map and 12 prompted questions. 13 participants submitted responses to the self-guided tour.

6.8. Public Involvement Meetings

6.8.1. Public Involvement Meeting #1

The Reimagining WIS 175 Study Team hosted the first Public Involvement Meeting (PIM #1) (**Appendix C-5.3.1**) on May 11, 2023, at the Washington Park Senior Center's community room. The purpose of the meeting was to gather input on the existing corridor and identify stakeholder priorities. prior to creating initial concepts and alternatives. Feedback from PIM #1 helped establish the Purpose and Need, and Study Goals for the WIS 175 Study, guiding the Study Team in creating initial concepts and alternatives.

Prior to the meeting, the team collaborated with community-based organizations (CBOs) to distribute 500 door hangers within neighborhoods surrounding the Study Area. Additionally, engagement materials were emailed to CBOs and neighborhood associations to encourage widespread outreach through social media and other channels. The Study Team mailed over 21,000 postcards to residents and businesses within the Study Area boundary. WisDOT posted a press release one month prior to the meeting along with posting the meeting information on its Twitter account. The Study Team also worked with the City and County to advertise for the PIM. The meeting featured 24 exhibits, including a large corridor map for comments, with Study Team members available to answer questions (see **Appendix C-2.1**). The meeting was attended by 180 people, including local media and government representatives. An online survey, open from May 4 to June 11, 2023, allowed for additional digital feedback.

Public comments were categorized into four sections: Wisconsin Street to State Street, State Street to Vliet Street, Vliet Street to Lloyd Street, and Lloyd Street to Lisbon Avenue. Key themes included the desire for an at-grade boulevard, improved pedestrian and bike accommodations, and better park connections, particularly to Washington Park. Many attendees emphasized the need for traffic calming measures, expanded transit options, and improved trail connectivity, including linking the Hank Aaron and Oak Leaf Trails. Other common feedback focused on maintaining freeway access, supporting existing roadways, and reconnecting neighborhoods while promoting new residential and business opportunities. Key intersection improvements, such as those at Lisbon Avenue, North Avenue, 46th Street, 47th Street, and Sherman Boulevard, were also highlighted.

6.8.2. Public Involvement Meeting #2

The second Public Involvement Meeting (PIM #2) (**Appendix C-5.3.2**) for the WIS 175 Study was held on April 30, 2024, at the Washington Park Senior Center's community room, as seen in Figure 23. The meeting aimed to update the public on the Study's progress and gather input on a wide range of initial alternatives. In preparation, the Study Team mailed postcards to local officials and over 18,000 residents and businesses along the corridor. Outreach efforts included collaborating with community-based organizations (CBOs) for social media and email distribution, distributing posters and handouts, and hand-delivering 1,700 door hangers in underrepresented neighborhoods. WisDOT posted a press release one month prior to the meeting along with posting the meeting information on its Twitter account. The Study Team coordinated with the City and County to promote the PIM, visited 30 businesses, and released a news statement to encourage participation.



Figure 23 - Public Involvement Meeting #2, April 30, 2024

The meeting attracted 350 attendees, including media and local government representatives, and featured a variety of exhibits covering project alternatives. Attendees provided feedback through comment forms, geographical surveys, and an online survey on Social Pinpoint. Specific surveys gathered responses on different corridor areas, and additional feedback was collected on key reconnection opportunities for the city and county. The input from PIM #2 informed the refinement of alternatives and was included in the Level 2 Screening Analysis (see Section 7) to ensure that community perspectives were incorporated into the planning process.

6.8.3. Public Involvement Meeting #3

The third Public Involvement Meeting (PIM #3) (**Appendix C-5.3.3**) for the WIS 175 Study was held on April 2, 2025, in the community room of the Washington Park Senior Center. The meeting presented the latest design alternatives, which were developed based on input from stakeholders and the public.

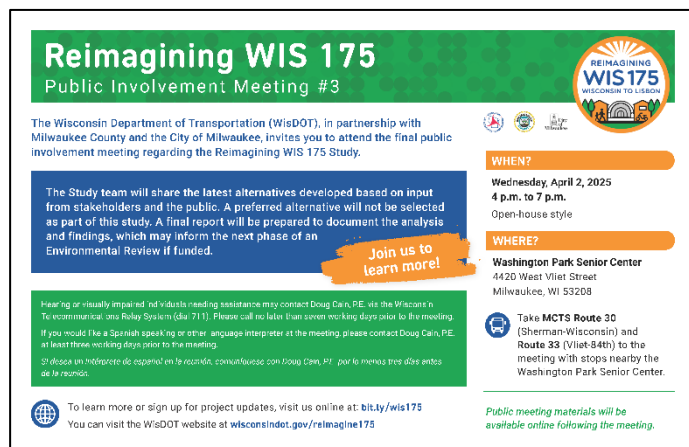


Figure 24 - PIM #3 Postcard

The Study Team mailed postcards to over 18,000 residents, businesses, and local officials as shown in Figure 24. Additional outreach included collaboration with 20 community-based organizations (CBOs), which were provided with an online engagement packet to share via social media, email, and webpage. The PI team also offered printed materials—half-sheet flyers, posters, and door hangers—to CBOs for distribution in neighborhoods, businesses, and local events.

The team worked directly with Washington Park Neighbors, Uptown Crossing, and Rooted and Rising to distribute 1,000 door hangers throughout the neighborhoods within the Study Area (**Appendix C-1.1**).

Other CBOs—including Near West Side Partners, Sherman Park Community Association, and the Center Street BID—requested printed half-sheets for local distribution and events. WisDOT posted a press release one month prior to the meeting along with posting the meeting information on its Twitter account. The Study Team also worked with the City and County to advertise for the PIM.

260 individuals signed in at the meeting. This includes representatives from media outlets and local government. Attendees submitted feedback via comment forms and surveys for each of the four alternatives, see Figure 25. These materials were located near the roll plots. Those unable to attend were encouraged to submit comments via mail, email, or Social Pinpoint.

A survey on the alternatives was also available on the Reimagining WIS 175 Social Pinpoint website, which asked whether each alternative met the Study Goals and allowed respondents to select the applicable goals. A second open-ended question invited additional feedback on each alternative.

Additional comments were received after the public meeting through the Social Pinpoint site, by mail, phone calls to the WisDOT Project Manager, and emails to both the study email and the WisDOT Project Manager. For a detailed summary of these comments, please refer to **Appendix C-5.3.3**.

The public input gathered from PIM #3 was documented as part of the alternatives evaluation and is included in Section 9.3.4 of this report.

 A survey form titled "Alternative 2 - End Expressway at Middle". It features a map of the study area on the left, showing the proposed route and surrounding streets. To the right of the map, there is a section titled "Do you feel the alternative meets the goals of the study? Check all that apply." with a grid of checkboxes and icons for: User Safety, Multi-modal Mobility, Social Reconnection, Transportation Operations, Neighborhood Design, and Economic Reconnection. Below this grid is a section titled "Share any additional comments for Alternative 2 - End Expressway at Middle." with several lines of text for writing. The form includes logos for the City of Milwaukee, Milwaukee County, and the Reimagining WIS 175 project.

Figure 25 - PIM #3 Survey

6.9. Other Stakeholder Outreach

The Study Team met with the Stadium District, Molson Coors and Harley Davidson throughout the Study. During each meeting, the team reviewed each stakeholder's needs and concerns while gathering input on the planning concepts. Discussions covered all phases of the Study, from preliminary concepts through the development of detailed alternatives.

6.9.1. Stadium District

The Study Team met with the Stadium District, which is home to the Milwaukee Brewers professional baseball team, four times (**Appendix C-3.3**) throughout the Study. The Stadium District is located south of the I-94 Stadium Interchange, with parking facilities to their venue located off of Bluemound Road, and N 44th Street. During each meeting, the team reviewed the district's needs and concerns while gathering input from district representatives and the Brewers on proposed alternatives. Discussions covered all phases of the Study, from initial concepts to the reduced alternatives. The Stadium District's primary interests focused on the Bluemound Road/Wisconsin Avenue area and modifications to N 44th Street. The Stadium District also showed interest in extending and connecting the trails along N 44th Street, see Figure 26.



Figure 26 - Trail Extensions on Wells Street / N 44th Street

To better accommodate vehicular operations on event days, the Stadium District has requested an evaluation of maintaining Wells Street / N 44th Street as a one-way northbound between N 45th Place and W Bluemound Road. This consideration includes narrowing the roadway to accommodate the separated trail. This should be considered in future phases.

6.9.2. Molson Coors

The Study Team met with Molson Coors on three occasions (**Appendix C-3.4**) at various stages of the Study. Molson Coors corporate headquarters facility is located off of W Highland Road and is home to the company's brewing operations, distribution center, and training center. Representatives from Molson Coors noted that most of their trucks use W Bluemound Road from the valley to access WIS 175 via N 44th Street and Wisconsin Avenue. They expressed concern with the roadway geometrics and profiles at Bluemound Road and N 44th Street. The WIS 175 ramps to State Street / Martin Drive are predominantly used by employees, along with some vendor trucking. When asked about potential concerns regarding disconnecting WIS 175 from Martin Drive to prevent truck traffic through the neighborhood, Molson Coors indicated they

had no objections to eliminating the ramps at Martin Drive, provided access to State Street remains available.

6.9.3. Harley Davidson

The Study Team met with Harley-Davidson three times (**Appendix C-3.5**) during the course of the Study. Their facility is located off W Juneau Avenue and just south of the Martin Drive neighborhood. This site is home to their corporate headquarters. Harley-Davidson mentioned that traditionally, there has been minimal truck traffic to this location, aside from demo trucks. However, with the revitalization of the Juneau campus, they expect increased activity and programming. Each meeting also included discussions about potential reconnection projects along or near the WIS 175 corridor. Overall, Harley-Davidson expressed support for all alternatives that provided Complete Streets and opportunities for new development and investment in the community.

6.10. Agency and Non-Governmental Organization Coordination

Table 4 contains a listing of agencies and non-governmental organizations that have interest or regulatory responsibility within the WIS 175 corridor. All were notified of the Study in July 2023 and were asked to identify regulatory needs and key issues to be considered. A copy of the notification letter is included in **Appendix C3-8**.

Table 4 - Agency and Non-Governmental Organization Coordination

	Agency & Non-Governmental Organization	Outreach Activities			
		Study Initiation Letter	Technical Advisory Committee Member	Study Progress Meetings	Local Official's Meeting
Federal Agencies	Federal Highway Administration (FHWA)	X	X	X	X
	U.S. Fish and Wildlife Service (USFWS)	X			
	U.S. Army Corps of Engineers (USACOE)	X			
	U.S. Environmental Protection Agency (USEPA), Office of Enforcement and Compliance Assurance	X			
	9th US Coast Guard District	X			
	U.S. Department of Housing and Urban Development	X			
	US EPA, Region 5	X			
Indian Tribes	Bad River Band of Lake Superior Chippewa Indians of Wisconsin	X			
	Forest County Potawatomi Community of Wisconsin	X			
	Ho-Chunk Nation	X			
	Lac Vieux Desert Band of Lake Superior Chippewa Indians	X			
	Menominee Indian Tribe of Wisconsin	X			
	Prairie Band Potawatomi Nation	X			
	Prairie Island Indian Community (Minnesota Mdewakanton Sioux)	X			
	Red Cliff Band of Lake Superior Chippewa Indians of Wisconsin	X			
	Sac and Fox Nation of Missouri in Kansas and Nebraska	X			
	Sac and Fox Nation of Oklahoma	X			
	Sac and Fox of the Mississippi in Iowa (Meskwaki Nation)	X			
State Agencies	Wisconsin Department of Natural Resources (WDNR)	X	X		X
	Wisconsin Department of Transportation (WisDOT)	X	X	X	X
	State Historic Preservation Office (SHPO)	X			
	Department of Administration, Wisconsin Coastal Management Program	X			

	Agency & Non-Governmental Organization	Outreach Activities			
		Study Initiation Letter	Technical Advisory Committee Member	Study Progress Meetings	Local Official's Meeting
Regional Agencies	Southeastern Wisconsin Regional Planning Commission, Milwaukee Office	X	X		X
	Milwaukee Metropolitan Sewerage District	X	X		X
County Agencies	Milwaukee County	X	X	X	X
	Milwaukee County Parks	X	X	X	X
City Agencies	City of Milwaukee Historic Preservation Commission	X			
Local Government / Municipalities	City of Milwaukee	X	X	X	X
	City of Wauwatosa	X			X
	City of West Allis	X			X
	City of West Milwaukee	X			X
Non-Governmental Organizations	Wauwatosa Historical Society	X			
	Milwaukee County Historical Society	X			
	Milwaukee Preservation Alliance	X			
	Historic Milwaukee, Inc.	X			
	Wisconsin Trust for Historic Preservation	X			

7. Alternatives Development Process

This planning report aims to be thorough and document the Study process. The alternative development and screening process for the WIS 175 Study was a three-level process as described below and shown in Figure 27.

- Level 1: Initial Concept Screening**

The first screening effort, referred to as a "Level 1" screening, consisted of reviewing the initial concepts developed by the Study Team with input from stakeholders. The Level 1 screening process evaluated whether a wide range of concepts had any "fatal flaws", meaning did the concepts fail to satisfy the project objectives identified using the Level 1 evaluation criteria.

Concepts identified as including one or more fatal flaws were documented and removed from further consideration and analysis. See **Appendix D** for more detailed information on the Level 1 – Initial Concept Screening Evaluation.

- Level 2: Screening & Identification of Study Alternatives** The second screening effort referred to as a "Level 2" screening reviewed the concepts that moved forward from the Level 1 screening. The Level 1 screening directly resulted in section specific build alternatives with combinations of roadways and interchanges that physically fit together. The Level 2 screening effort included qualitative and quantitative screening criteria that centered around reconnection, transportation and environmental and other considerations. The result of the Level 2 screening was four viable build alternatives including the Replace-In-Kind. See **Appendix E** for more detailed information on the Level 2 Screening & Identification of Study Alternatives.
- Alternatives Evaluation** The Alternatives Evaluation included a detailed review of the four viable build alternatives identified after the Level 2 screening. This assessment included more detailed review including geometric design, traffic modeling, real estate impacts, cost estimates, and an assessment of environmental impacts. This review did not identify a preferred alternative; instead, the four build alternatives could be considered during a subsequent phase, including the NEPA phase, which is independent of this effort.

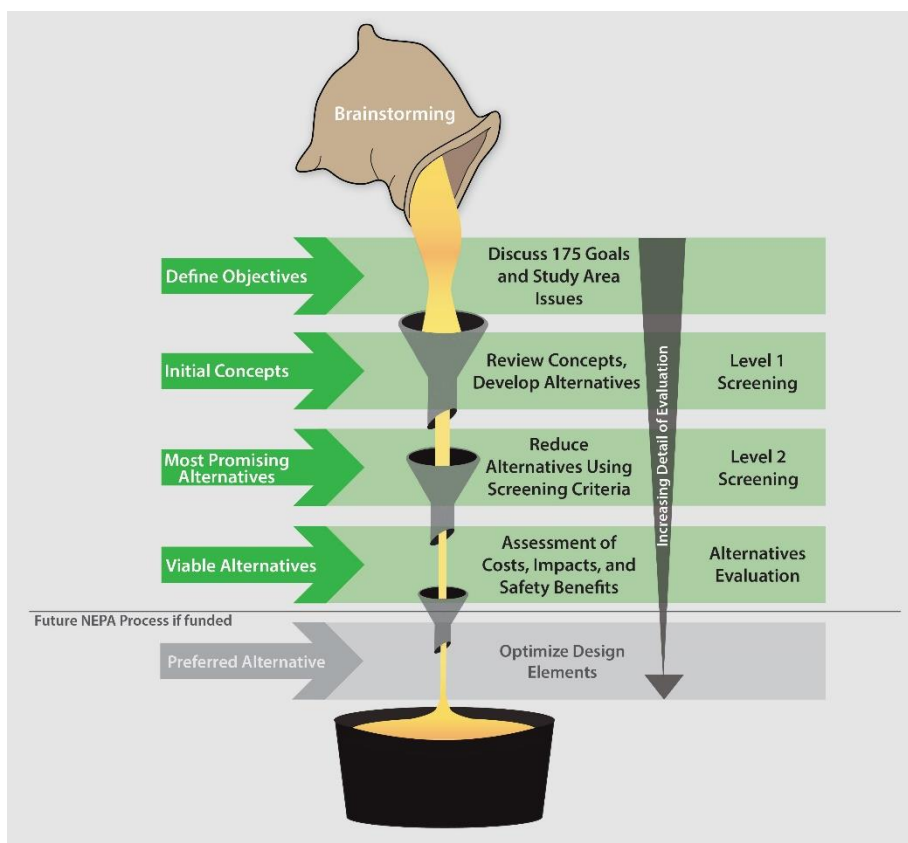


Figure 27 - WIS 175 Planning Study Process

*The Study Team prepared the Level 1 & Level 2 screening summary documents which are included as **Appendix D – Level 1 Screening Summary** & **Appendix E – Level 2 Screening Summary***

8. Study Alternatives Descriptions

The Study aimed to develop various build alternatives that ended the expressway at different locations along the corridor and address the Purpose and Need, and Study Goals (see Sections 4.2, 4.3 and 4.4). The results of the Level 2 screening identified four viable build alternatives for WIS 175.

The four Study alternatives vary to where the WIS 175 **expressway** ends and transitions into the urban street grid (shown in Figure 28). In each build alternative case, WIS 175 doesn't simply "end." Rather the expressway end *transitions* gradually through safe design principles to become an urban road, street, or intersection.

The alternatives are summarized in this section below, with further details available in Section 9 - Alternatives Evaluation.

- **Replace In-Kind:** The Replace In-Kind is the baseline condition and would maintain the existing configuration of WIS 175 where the expressway ends at Lisbon Avenue.
- **Alternative 1: End Expressway North:** The expressway ends near the northern Study Limit, between Vine and Lloyd Streets. This alternative provides an expressway for most of the full length of the WIS 175 Study Limits.
- **Alternative 2: End Expressway Middle:** The expressway ends near the middle of the corridor, between State Street and Martin Drive. This alternative provides an expressway for about half of the length of the WIS 175 Study Limits.
- **Alternative 3: End Expressway South:** The expressway ends near the southern Study Limit, between Wells and State Streets. This alternative provides an expressway for only about one quarter of the length of the WIS 175 Study Limits. This would result in an expressway on the south portion and an urban street in the middle and north portions.



Figure 28 - WIS 175 Planning Study Alternatives

Various interchange and intersection types were presented to the public and feedback was evaluated. Certain elements may be interchangeable and could be revised in future phases. The roadway and intersection designs in the four alternatives are initial concepts and require more detailed study to determine the precise roadway, intersection, and interchange requirements.

8.1. Replace-In-Kind Condition

The Replace-In-Kind alternative, shown in Figure 29 and Figure 30. This alternative serves as a baseline for comparison in the Study. A future project to replace the expressway “In-Kind” may include additional safety and operational improvements.

The Replace-In-Kind alternative preserves the current expressway configuration as detailed in Section 5.3, with the exception of how the southern limit will transition to and from the DDI at I-94 as described in Section 5.11.

The Replace-In-Kind alternative includes the complete replacement of the roadway pavement and structures. No other significant modifications are planned other than standard improvements associated with any reconstruction project. As documented in Section 9 - Alternatives

Evaluation, the Replace-In-Kind alternative does not completely address the Purpose and Need or Study Goals; however, it is included in this document for comparison with the other alternatives.



Figure 29 – WIS 175 Interchanges and Crossings – Replace-In-Kind



8.2. Alternative 1: End Expressway North

Alternative 1 maintains the expressway for approximately 1.6 miles of the 1.8-mile WIS 175 corridor, transitioning to an urban street just south of Lloyd Street. The proposed expressway section will consist of three general-purpose lanes in each direction, each measuring 11-feet in width, until reaching the Martin Drive Interchange.

The expressway is shifted east of the existing highway right-of-way beginning at Vliet Street which allows for potential developable space along 47th Street. The northbound off-ramp at Washington Boulevard and southbound on-ramp at Vine Street are removed, with the expressway segment ending just south of Lloyd Street at an at-grade signalized intersection.

From Lloyd Street to Lisbon Avenue, the roadway is proposed as a four-lane urban boulevard, with two 11-foot-wide lanes in each direction and replaces 46th Street. This urban segment also has a separated bike path and sidewalks.

The southern expressway section will match the future signalized DDI at I-94 as described in Section 5.11. The WIS 175

expressway section is designed for a posted speed limit of 35-45 miles per hour (mph), whereas the urban boulevard is designed for a posted speed limit of 30-35 miles per hour (mph).

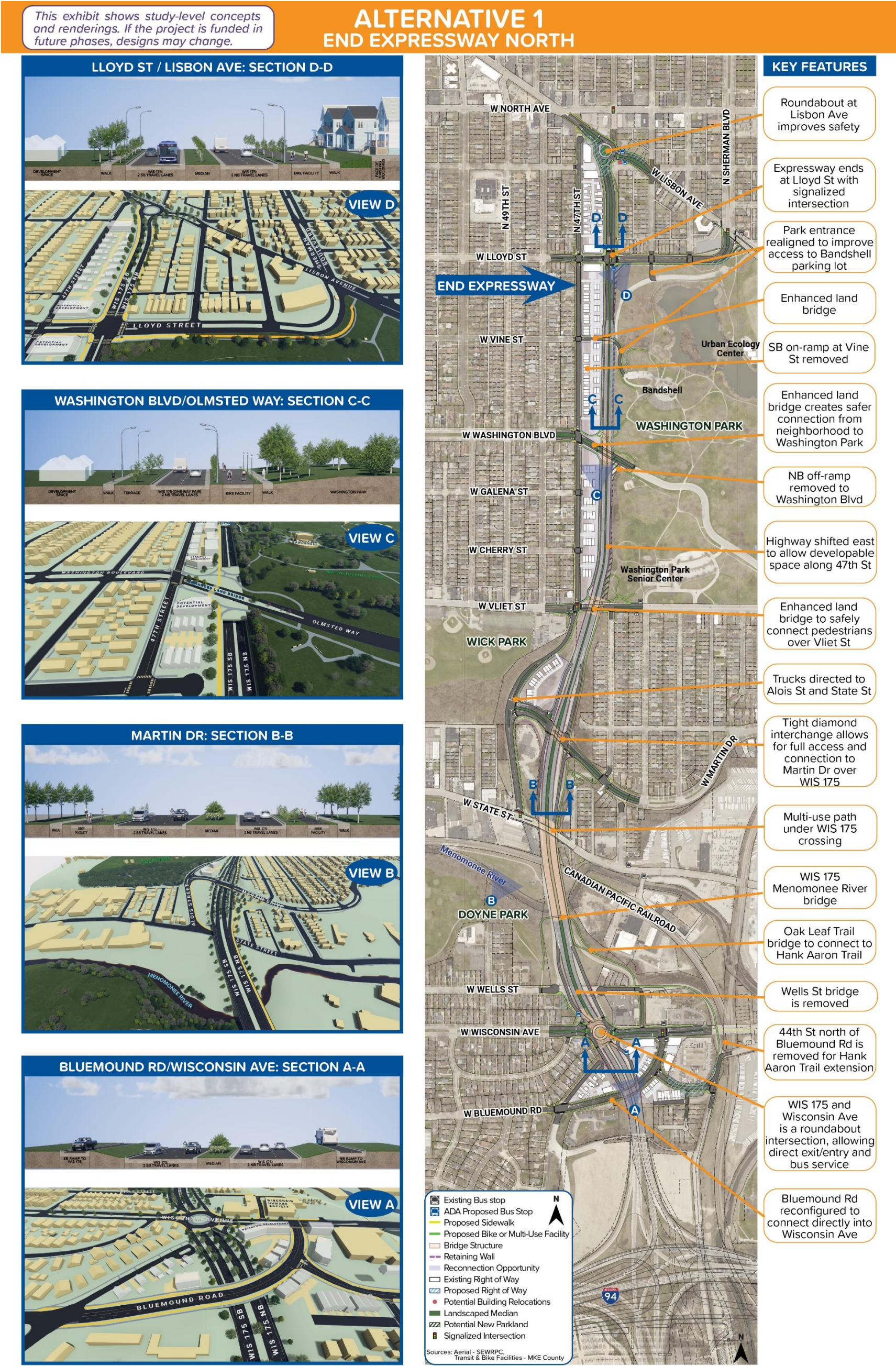
This alternative offers multi-modal connectivity in both east-west and north-south directions, as well as regionally for bicycles and pedestrians. Opportunities to introduce transit on WIS 175 for this alternative are limited.

Figure 31 shows the locations of interchanges, intersections, and crossings, with descriptions of their configurations and whether they cross over or under WIS 175.



Figure 31 – WIS 175 Interchanges and Crossings – Alternative 1

Figure 32 presents a detailed overview of Alternative 1, highlighting typical sections and key features that identify the proposed multi-modal improvements (vehicles, transit, bicycles, and pedestrians).



8.3. Alternative 2: End Expressway Middle

Alternative 2 maintains the expressway for approximately 0.8 miles of the 1.8-mile WIS 175 corridor, transitioning to an urban street north of State Street. The proposed expressway section will consist of three general-purpose lanes in each direction, each measuring 11 feet in width, until it reaches the State Street jug handle signalized intersection.

From State Street to Lisbon Avenue, the roadway is proposed as a four-lane urban boulevard, with two 11-foot-wide lanes, separated bike lanes and sidewalks in each direction. The alignment of the urban boulevard is primarily situated on the east side of the existing highway right-of-way which allows for potential developable space between WIS 175 and 47th Street. North of Lloyd Street the urban boulevard replaces 46th Street.

The southern expressway section will match the future signalized DDI at I-94 as described in Section 5.11. The expressway section of WIS 175 is designed for a posted speed limit of 35-45 miles per hour (mph), whereas the urban boulevard section is designed for a posted speed limit of 30-35 miles per hour (mph).



Figure 33 – WIS 175 Interchanges and Crossings – Alternative 2

Alternative 2 offers multi-modal connectivity in both east-west and north-south directions, as well as regionally for bicycles and pedestrians. This alternative provides opportunities to introduce transit on WIS 175.

Figure 33 illustrates the locations of interchanges, intersections, and crossings, along with descriptions of their configurations and whether they cross over or under WIS 175.

Figure 34 presents a detailed overview of Alternative 2, highlighting typical sections and key features that identify the proposed multi-modal improvements (vehicles, transit, bicycles, and pedestrians).

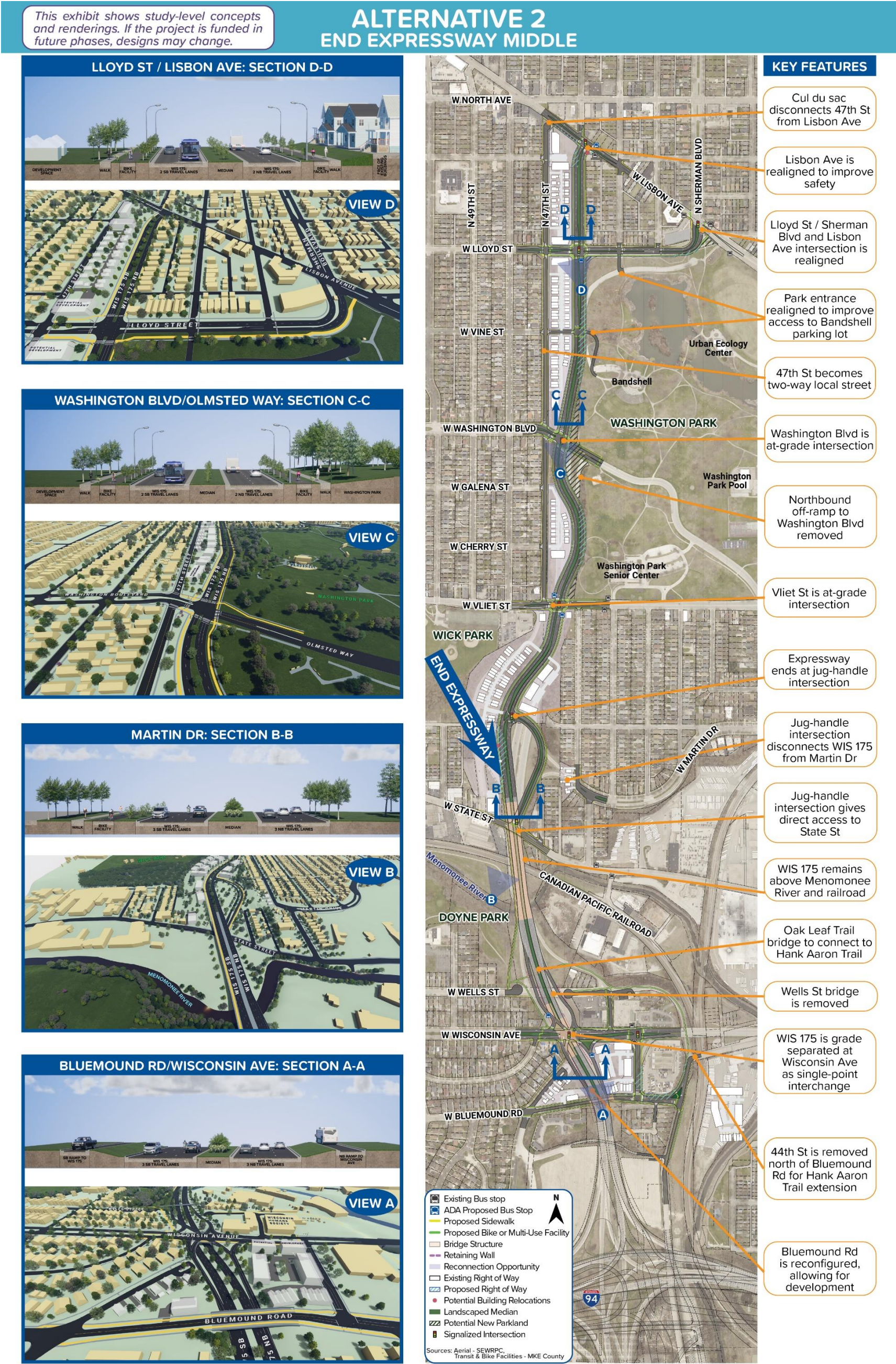


Figure 34 – WIS 175 | Alternative 2 | Detailed plan view

8.4. Alternative 3: End Expressway South

Alternative 3 maintains the uninterrupted expressway through the Wisconsin Avenue interchange, transitioning to an urban street just south of State Street. The proposed expressway section will consist of three general-purpose lanes in each direction, each measuring 11 feet in width, until reaching the proposed at-grade signalized intersection with State Street and WIS 175.

From State Street to Vilet Street, the roadway is proposed as a four-lane urban boulevard, with two 11-foot-wide lanes, separated bike lanes and sidewalks in each direction. Between Vilet Street and Lloyd Street, the roadway splits into one-way pairs. Each one-way roadway has two 11-foot-wide lanes, and on-street parking. The southbound route replaces 47th Street, while the northbound route is situated on the east side of the existing highway right-of-way which allows for potential two-sided developable space between the one-way pairs. The one-way roadways combine at Lloyd Street and transition back to a four-lane urban boulevard with two 11-foot-wide lanes in each direction. North of Lloyd Street the urban boulevard replaces 46th Street. This urban segment also has separated bike lanes and sidewalks.



Figure 35 – WIS 175 Interchanges and Crossings – Alternative 3

The southern expressway section will match the future signalized DDI at I-94 as described in Section 5.11. The expressway section of WIS 175 is designed for a posted speed limit of 35-45 miles per hour (mph), whereas the urban boulevard is designed for a posted speed limit of 30-35 miles per hour (mph).

Alternative 3 offers multi-modal connectivity in both east-west and north-south directions, as well as regionally for bicycles and pedestrians. This alternative provides opportunities to introduce transit on WIS 175.

Figure 35 shows the locations of interchanges, intersections, and crossings, with descriptions of their configurations and whether they cross over or under WIS 175.

Figure 36 presents a detailed overview of Alternative 3, highlighting typical sections and key features that identify the proposed multi-modal improvements (vehicles, transit, bicycles, and pedestrians).

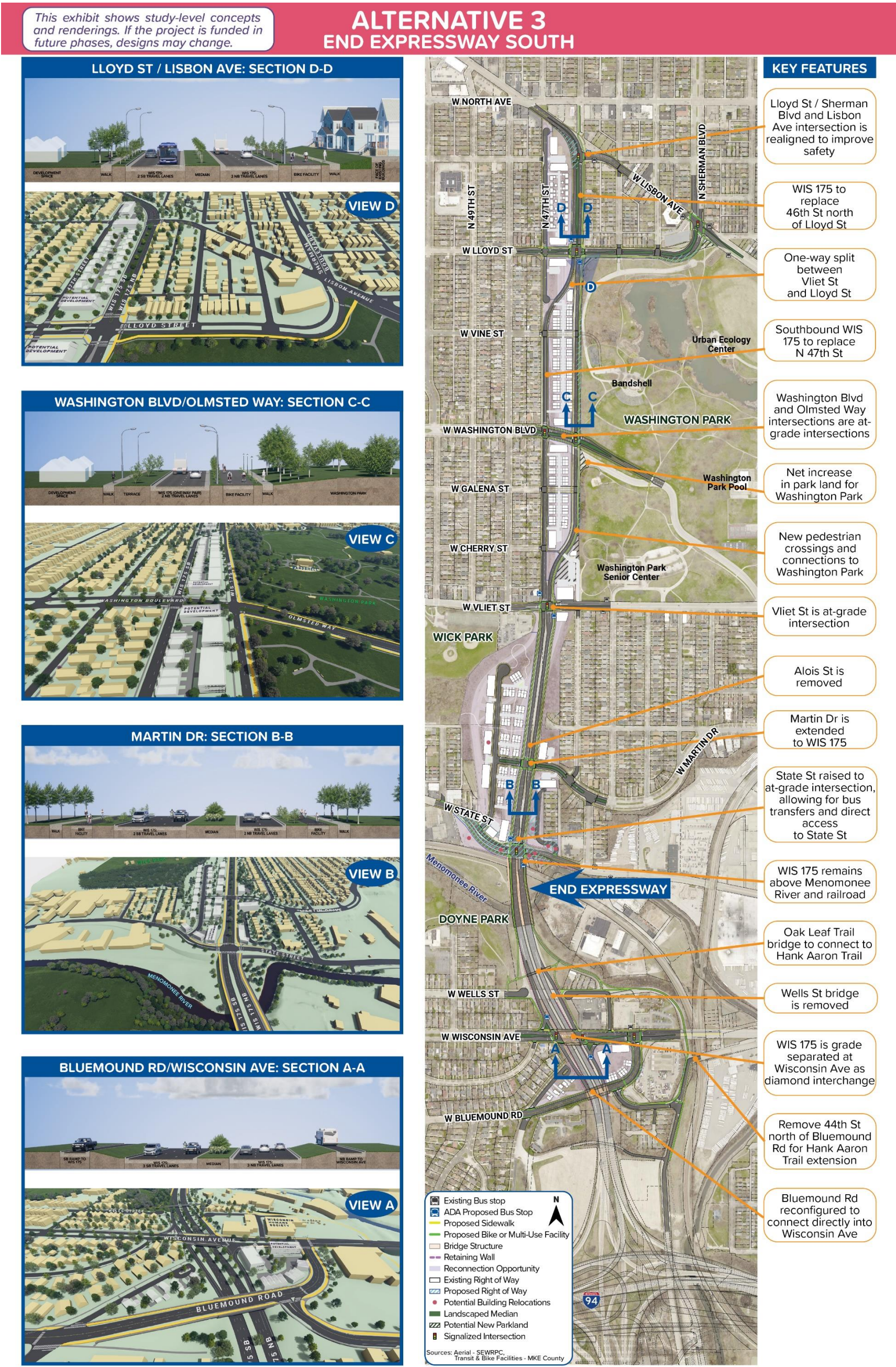


Figure 36 – WIS 175 | Alternative 3 | Detailed plan view

9. Alternatives Evaluation

Four build alternatives are being put forward in this Study for further evaluation. This evaluation follows the same three categories as the Level 2 analysis but provides more detailed evaluations including:

- Transportation
 - Traffic Operations
 - Safety
 - Multi-modal Mobility/Access
- Reconnection
 - Social
 - Economic
 - Physical
- Environmental & Other Considerations
 - High-level environmental scan
 - Real estate impacts
 - Cost estimates

The alternatives evaluation compares the four alternatives considered, but does not eliminate any alternatives or recommend a preferred alternative. If the project is funded, further evaluation under NEPA will be completed to identify a preferred alternative.

9.1. Transportation

WIS 175 is a complex transportation corridor. This section provides a summary of the transportation evaluations conducted, including traffic operations, user safety, and multi-modal mobility & access with a focus on transit, biking, and walking.

9.1.1. Traffic Operations

The Study Team analyzed vehicular operations with existing traffic volumes collected in 2023 and with future traffic volumes based on the SEWRPC Travel Demand Model volume projections and VISUM Dynamic Traffic Assignment (DTA), a software program that models travel patterns. The primary goal of the traffic analysis was to understand how traffic patterns would change on WIS 175 and adjacent corridors due to changing where the expressway ends on WIS 175 and transitions to an at-grade arterial. The VISUM model runs multiple simulations to redistribute traffic across multiple roadways and paths until a system equilibrium is reached, balancing volumes and congestion throughout the model. It provides various performance metrics, including hourly volumes on the various roadways and corridor travel time metrics. This type of model provides an analysis of how traffic patterns may shift and change during typical weekday

*The WIS 175 Traffic & Safety Summary is included as **Appendix F – Traffic Operations and Safety Report.***

Table 5 – Transportation: Traffic Operations

Evaluation Criteria	Traffic Operations
Objective	Avoid substantially increasing expected travel time to unacceptable levels for vehicles on WIS 175 (qualitative)
Measurement	Use VISUM Dynamic Traffic Assignment mesoscopic simulation to analyze corridor and Origin-Destination pair travel times.

morning and evening rush hours as a result of the conversion of WIS 175 and shows what other roadways may have more or less traffic as a result of the change.

Models were developed for both the morning and evening rush hour periods: the AM model analyzed 6:30 – 9:00 AM with a peak hour from 7:30 – 8:30 AM; the PM model analyzed 2:00 – 6:30 PM with a peak hour from 4:30 – 5:30 PM.

The full model coverage area is shown in Figure 37. The model was separated into two areas: a Primary Subarea that includes WIS 175 and adjacent corridors, and a Secondary Subarea that covers the greater Milwaukee area and captures regional traffic that may currently be using WIS 175. Within the Primary Subarea, 12 corridors were identified as critical corridors to evaluate for metrics such as volumes and travel times. Those corridors are shown in Figure 38. Metrics for specific roadways in the Secondary Subarea were not reported, but system-level metrics capturing the entire model area were provided. These system-level metrics included total entering vehicles, vehicle miles travelled, and vehicle hours travelled. The Secondary Subarea was included to ensure that any vehicles currently using WIS 175 that may divert to other routes outside of the Primary Subarea were still captured in the model; ensuring that model results didn't show inaccurately improved system-level metrics from vehicles leaving WIS 175.

More information on the travel modeling process, model development, calibration and validation, and analysis results can be found in the Traffic Operations and Safety Report located in **Appendix F, Sections 4 and 5**.

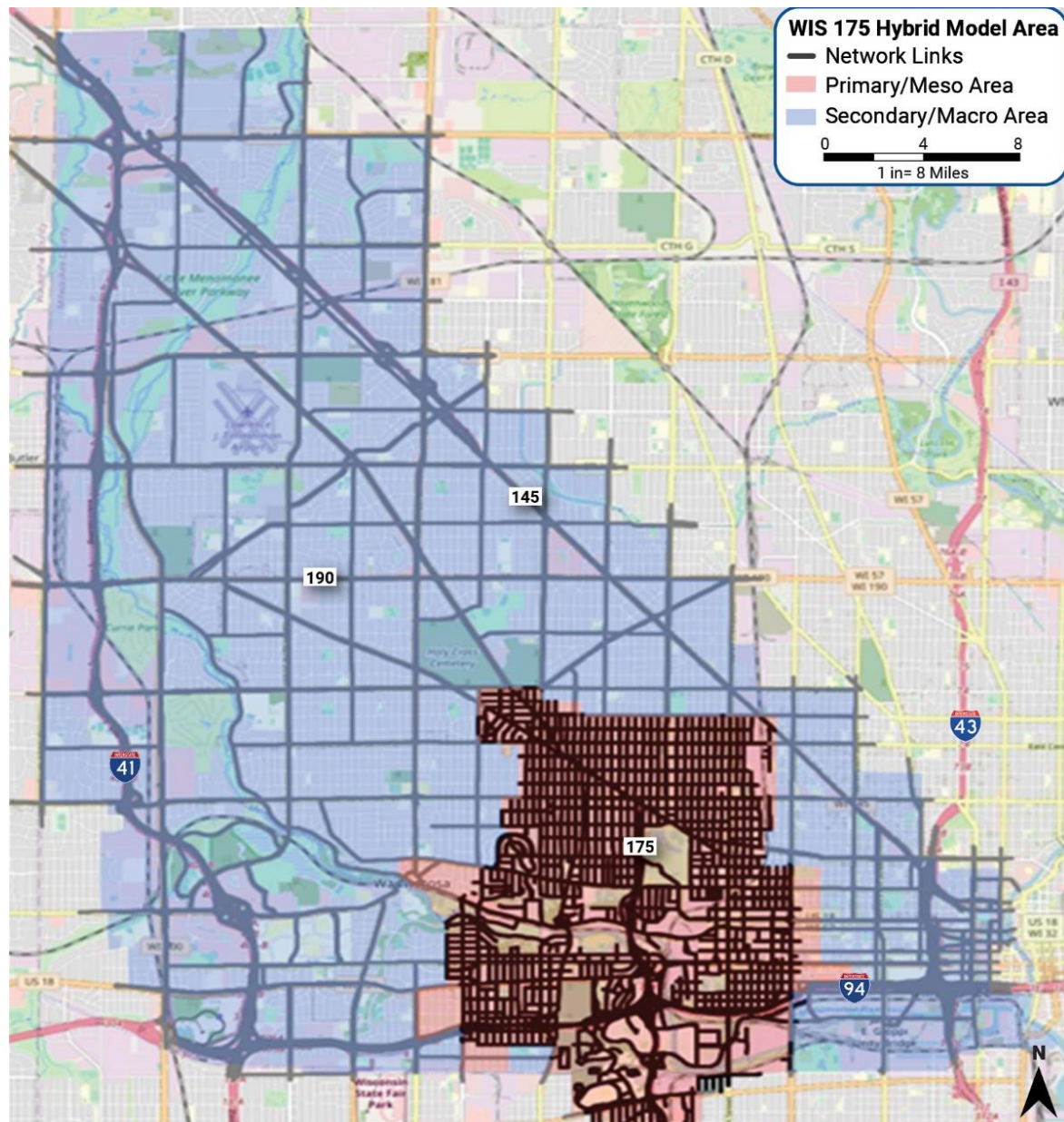


Figure 37 – VISUM Model Coverage Area

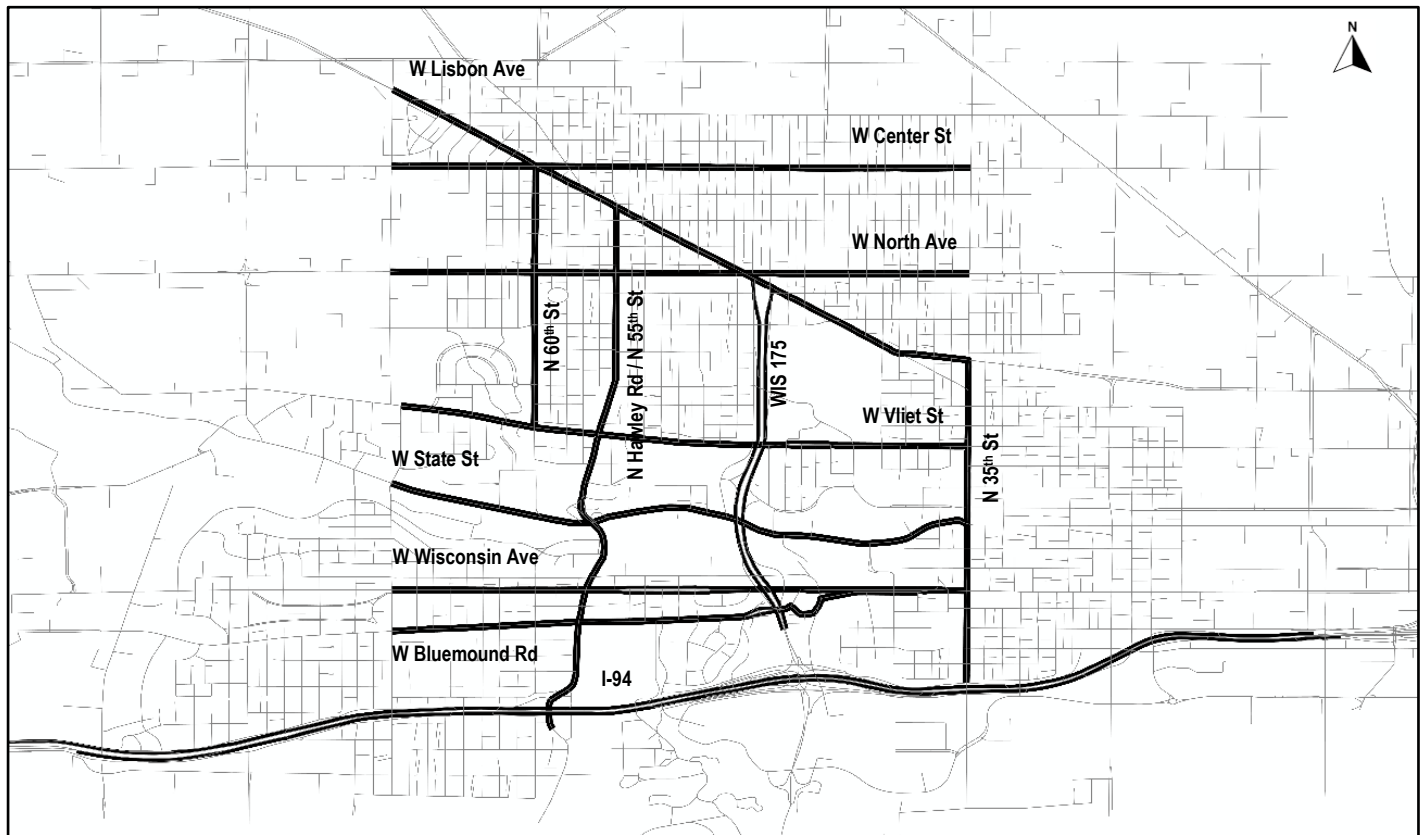


Figure 38 – Map of Corridors Selected for Evaluation Metrics

Generally volumes on WIS 175 decreased and volumes on the adjacent parallel roadways of Hawley Road / 55th Street and 35th Street increased. Volumes on other corridors increased or decreased depending on the peak hour and the alternative. Table 6 summarizes the percent change on WIS 175 during the morning and evening peak hours. A map showing the evening peak hour volumes along the 12 Study corridors is shown in Figure 39, and maps showing the changes in volume between each of the build alternatives compared to the Replace-In-Kind model along the 12 Study corridors are shown in Figure 40 - Figure 42. The morning peak hour volumes are lower than the evening peak hour volumes, but generally follow similar trends. Detailed maps of volumes from both peak hours are shown in the Traffic Operations and Safety Technical Supplement, Chapter 3.

Table 6 – WIS 175 Peak Hour Build Alternatives Volume Percent Change Compared to Replace In-Kind Volume

Peak Hour	Segment	Replace-In-Kind Volume		Build Alternative 1 – End Expressway North		Build Alternative 2 – End Expressway Center		Build Alternative 3 – End Expressway South	
		SB	NB	SB	NB	SB	NB	SB	NB
AM (7:30 – 8:30)	Wisconsin – State	2,500	2,200	-5%	-11%	-7%	-13%	-17%	-22%
	State – Lloyd	2,500	2,000	-25%	-15%	-24%	-11%	-47%	-43%
	Lloyd – Lisbon	1,400	1,100	-17%	-26%	-6%	-22%	-46%	-46%
PM (4:30 – 5:30)	Wisconsin – State	2,500	3,100	-7%	-15%	-10%	-25%	-14%	-28%
	State – Lloyd	2,100	2,900	-23%	-32%	-4%	-31%	-37%	-47%
	Lloyd – Lisbon	1,200	1,400	-34%	-27%	-11%	-18%	-40%	-53%



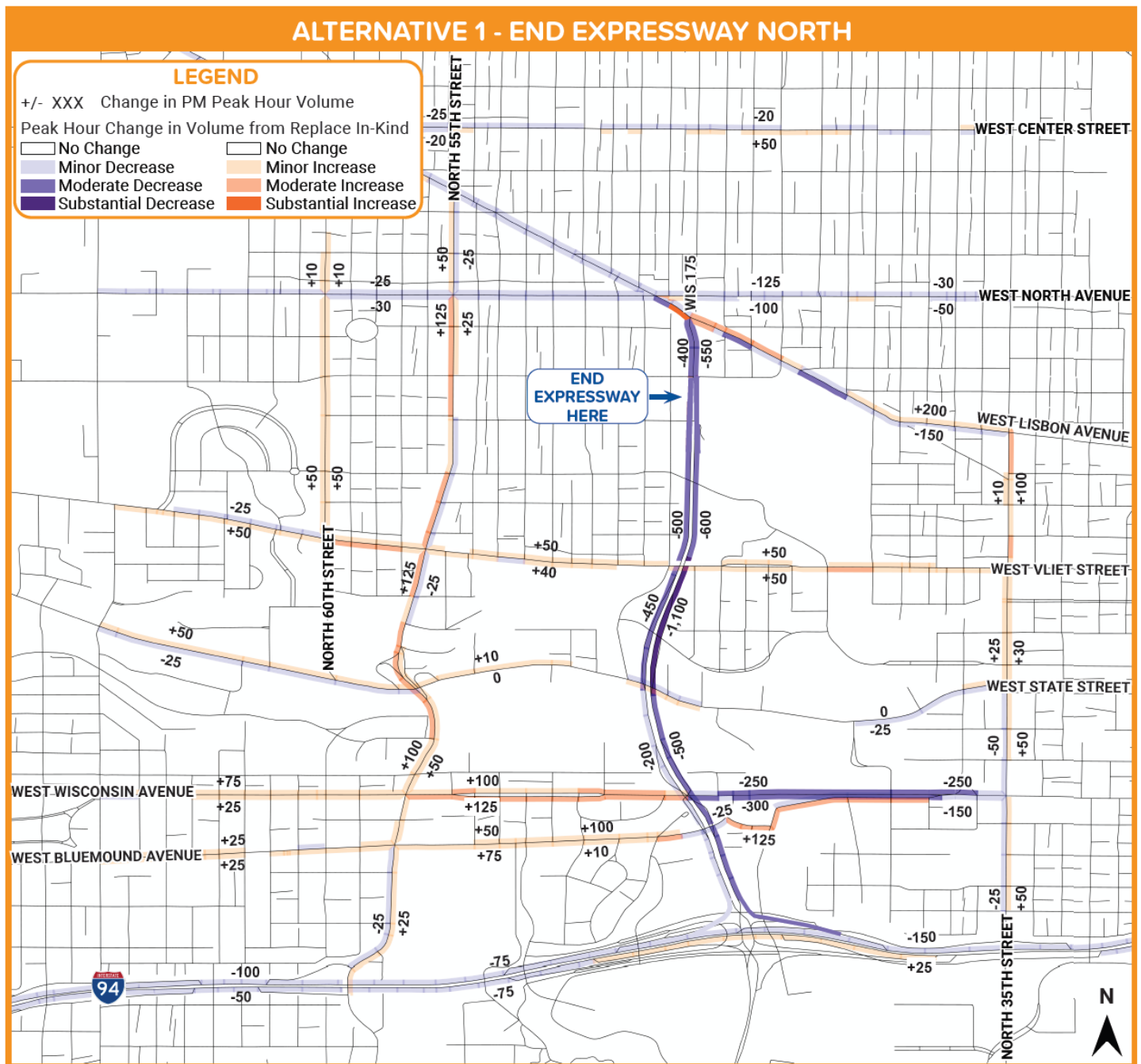


Figure 40 – Alternative 1 Increase/Decrease in Evening Peak Hr Corridor Volumes Compared to Replace-In-Kind

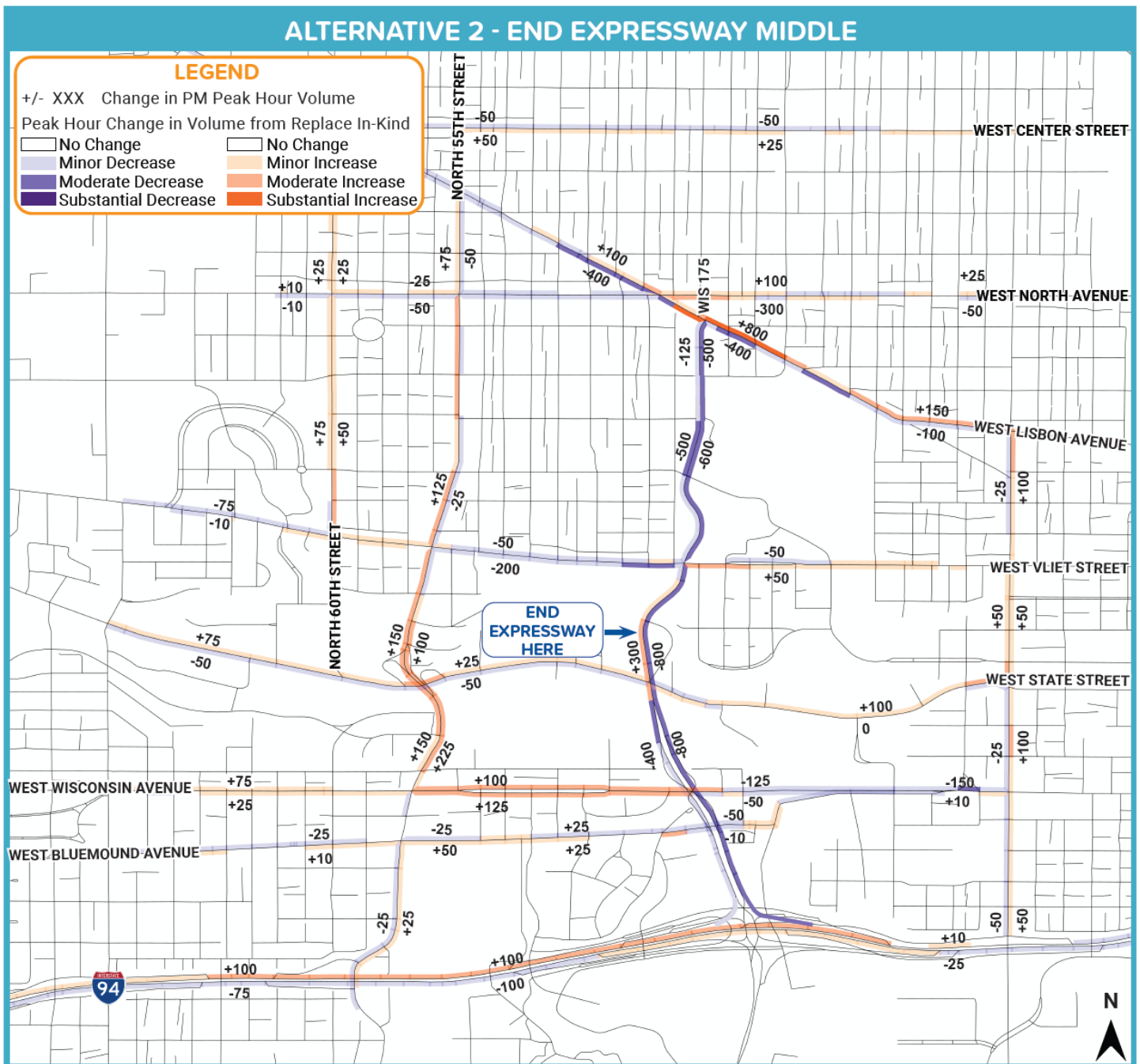


Figure 41 – Alternative 2 Increase/Decrease in Evening Peak Hr Corridor Volumes Compared to Replace-In-Kind

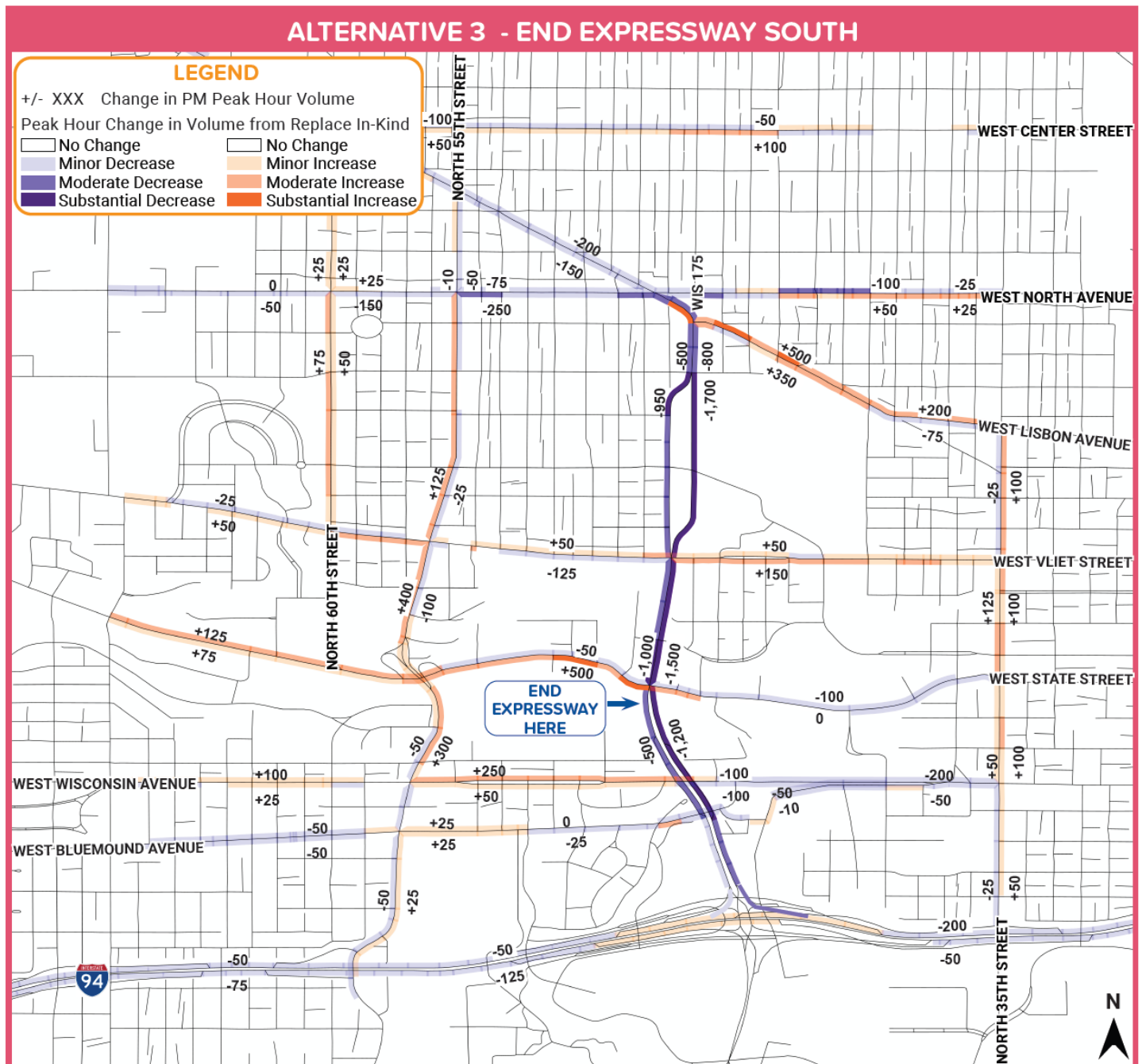


Figure 42 – Alternative 3 Increase/Decrease in Evening Peak Hr Corridor Volumes Compared to Replace-In-Kind

Travel times along the 12 corridors were also evaluated during both the morning and evening peak hours, and no travel times are expected to increase by more than 3.5 minutes during either peak hour. Table 7 lists the 12 corridors and the average rush hour travel time range from end-to-end under the Replace-In-Kind and the build alternatives.

Table 7 – Comparison of Corridor Travel Times Across Alternatives

Corridor	Distance (mi)	Replace-In-Kind (min)	Build Alternative 1 (min)	Build Alternative 2 (min)	Build Alternative 3 (min)
WIS 175	1.8	2.0 – 2.5	2.5 – 3.5	2.5 – 4.0	4.0 – 5.0
I-94	4.4	5.5 – 6.5	5.5 – 7.0	5.5 – 7.5	5.5 – 7.0
N 60 th Street	1.2	2.5 – 3.5	2.5 – 3.0	2.5 – 3.0	2.5 – 4.0
N Hawley Road/N 55 th Street	2.6	6.0 – 6.5	6.0 – 7.5	6.5 – 8.5	7.5 – 8.5
N 35 th Street	1.5	4.5 – 5.5	4.5 – 5.5	4.5 – 5.5	4.5 – 6.0
W Bluemound Road	1.9	3.5 – 4.5	3.5 – 4.5	3.5 – 4.0	3.5 – 4.5
W Wisconsin Avenue	2.0	3.5 – 5.5	3.0 – 5.0	3.5 – 5.0	3.5 – 5.5
W State Street	2.1	4.5 – 5.0	4.5 – 5.0	4.5 – 5.5	4.5 – 5.5
W Vliet Street	2.0	4.5 – 5.5	5.0 – 6.0	5.0 – 6.0	5.0 – 6.5
W North Avenue	2.0	5.0 – 7.5	5.0 – 6.0	5.0 – 6.5	5.5 – 7.5
W Center Street	2.0	6.5 – 7.0	6.0 – 9.0	6.5 – 8.5	6.5 – 10.0
W Lisbon Avenue	2.4	7.0 – 8.0	7.0 – 8.0	7.0 – 8.5	7.0 – 8.0

Future Considerations

- Concept design plans were developed based on a planning-level traffic analysis that focused on system-level metrics. Future phases will conduct more detailed traffic analysis and Intersection Control Evaluations (ICE), which may alter current designs.
- The first at-grade intersection after transitioning from expressway to arterial is expected to have poor operations, requiring balance in geometrics, footprint, and operations.
- Each of the alternatives include potential opportunities for redevelopment. The traffic analysis only included background growth. Future analysis should consider impacts of potential development opportunities.
- Operational analysis should be completed for both WIS 175 and the adjacent corridors where traffic is expected to increase due to potential changes to WIS 175.

9.1.2. Safety

A safety assessment of crashes along WIS 175 and other Study Area arterials was completed for a five-year period from 2018 – 2022. The corridors that were included in the analysis are shown in Figure 43. Overall, 295 crashes occurred along the WIS 175 mainline and ramps and another 3,018 crashes occurred on the adjacent arterials. No fatalities occurred on WIS 175, but 6 crashes resulted in serious injuries and 33 resulted in minor injuries. On the adjacent streets, there were 17 fatalities, 48 crashes with serious injuries, and 334 crashes with minor injuries. Crash severity terminology is referenced as:

- K – Fatal
- A – Suspected Serious Injury
- B – Suspected Minor Injury
- C – Possible Injury
- PDO – No Apparent Injury



*The WIS 175 Traffic & Safety Summary is included as **Appendix F – Traffic Operations and Safety Report.***

Table 8 – Transportation: Safety

Evaluation Criteria	Safety
Objective	Complete audit and review crash trends and severity. Consider how safe system design principles can be incorporated into the alternatives.
Measurement	Determine segment crash rates for WIS 175 and adjacent arterials.

Figure 43 – WIS 175 Safety Study Routes

Crash rates were calculated for each of the segments along WIS 175 and for the adjacent arterials. Along WIS 175, most of the expressway segments were above the statewide average for a facility like WIS 175, with several also above the upper control limit, which refers to the upper limit of the normal range of crashes for the facility type. All of the adjacent arterials were over the upper control limit for the statewide average crash rate for urban arterials, with some corridors being more than five times the upper control limit. The full listing of segment crash rates and how they compare to the statewide averages is included in the **Appendix F – Section 3** of the Traffic Operations and Safety Report.

Table 9 – Crash Summary

	K	A	B	C	PDO	Total
WIS 175	0	6	29	37	191	263
WIS 175 Ramps	0	0	4	2	26	32
Local Road Segments	6	13	69	104	713	905
Intersections	11	35	265	384	1,414	2,109
Hawley Ramps	0	0	0	1	3	4
Totals	17	54	367	528	2,347	3,313

Of the 3,018 crashes that occurred on the adjacent arterials, 102 of them involved bicyclists and pedestrians.

Table 10 – Multi-Modal Crashes

	Segment Crashes	Intersection Crashes	Total
Pedestrian	25	64	89
Bicycle	3	10	13
Total	28	74	102

FHWA has adopted the Safe System Approach (SSA) as the guiding paradigm for addressing highway safety. There are six principles that form the basis of a Safe System Approach:

- Death and Serious Injuries are Unacceptable
- Humans Make Mistakes
- Humans are Vulnerable
- Responsibility is Shared
- Safety is Proactive
- Redundancy is Crucial

The SSA is implemented around five Safe System elements, as listed below and shown in Figure 44:

- Safe Road Users
- Safe Vehicles
- Safe Speeds
- Safe Roads
- Post Crash Care



Figure 44 - The Safe System Approach

The WIS 175 Study Team has incorporated the Safe System Approach for this project and has articulated three primary safety goals that align with the Study Partners' "Vision Zero" initiatives and various safety plan:

- Prioritize Safety for Vulnerable Users
- Reduce Speeds and Reckless Driving
- Separate Modes to Protect Vulnerable Users

USDOT has identified a number of Proven Safety Countermeasures (PSC) and strategies that have been demonstrated through experience across the U.S. to be of value in making roads safer by reducing traffic

fatalities and serious injuries. The matrix below summarizes the PSCs currently in the safety “toolbox”, many of which have already been incorporated into the alternatives, and other that may merit consideration for future refined designs.

Table 11 – Proven Safety Countermeasures for Safer Roads Matrix

Focus Area	Countermeasure	WIS 175 Applicability
Speed Management	Appropriate Speed Limits for All Road Users	✓
	Variable Speed Limit	
Pedestrian/Bicyclist	Bicycle Lanes	✓
	Crosswalk Visibility Enhancements	✓
	Leading Pedestrian Interval	✓
	Medians and Pedestrian Refuge Islands	✓
	Pedestrian Hybrid Beacons	
	Rectangular Rapid Flashing Beacons (RRFB)	
	Road Diets (Roadway Reconfiguration)	✓
	Walkways	✓
Roadway Departure	Enhanced Delineation for Horizontal Curves	
	Longitudinal Rumble Strips and Stripes on 2-Lane Roads	
	Median Barriers	✓
	Roadside Design Improvements at Curves	
	SafetyEdge SM	
	Wider Edge Lines	✓
Intersections	Backplates with Retroreflective Borders	✓
	Corridor Access Management	✓
	Dedicated Left- and Right-Turn Lanes at Intersections	✓
	Reduced Left-Turn Conflict Intersections	✓
	Roundabouts	✓
	Yellow Change Intervals	✓
	Systematic Application of Low-Cost Countermeasures at Stop-Controlled Intersections	✓
Crosscutting	Local Road Safety Plans	
	Pavement Friction Management	
	Road Safety Audit	✓

Source: <https://highways.dot.gov/safety/proven-safety-countermeasures>

Pedestrian Safety All build alternatives will address the need to enhance the pedestrian environment by creating more surface street connectivity, providing wider sidewalk facilities that provide comfortable buffers between pedestrians and vehicular traffic and/or bicycle facilities, and safer crossings with protected crosswalks.

Bicycle Safety The build alternatives will provide new, dedicated, protected bicycle and pedestrian facilities that improve bicycle safety in the Study Area. Bicycle safety considers bicycle facilities and the level of separation from vehicular traffic, and how bicycles must interact with other nonmotorized users, such as other bicyclists and pedestrians.

Vehicular Safety The proposed build alternatives are designed to reduce travel speeds from the current expressway speeds of 50 mph to a lower-speed roadway with posted speeds up to 35 mph in urban sections. While the crash history review shows that adjacent arterials have higher crash rates, WIS 175 will be designed with the Safe System Approach design principles in an effort to reduce the frequency and severity of crashes.

Future Considerations

- A quantitative safety analysis should be completed for WIS 175 during future phases when the roadway design is more refined. This could include performing predictive safety analysis using the Interactive Highway Safety Design Model (IHSDM) or AASHTOWare Safety Software.
- The safety analysis should incorporate a qualitative evaluation of the Safe System design approach, aligning with the Vision Zero objectives established by WisDOT, Milwaukee County, and the City of Milwaukee.
- Safety analysis should also be reviewed on adjacent arterials to determine the expected impacts of increased traffic due to diversion.
- The transition from an expressway section to a boulevard surface street section has been identified as a safety focus. The transition area will need to be designed to slow vehicles as they approach the urban at-grade section. Best Management Practices (BMPs) will be used for the transition area to improve safety. This could include measures such as installing horizontal and vertical curves, streetscape design features that create driver friction and other traffic calming devices. In addition to the selected intersection traffic control, other potential measures could also include creating a gateway streetscape prior to the transition and utilizing traffic calming measures to increase driver awareness of the speed change.
- Additional design components expected to reduce crashes will be high visibility crosswalks and pedestrian countdown signals. Continued review of safety measures to reduce crashes could be conducted throughout the future phases of design.

9.1.3. Multi-Modal Mobility & Access

This section of the report examines the multi-modal mobility and access with a focus on transit, biking, and walking.

Transit Connections Each alternative would offer different opportunities, connectivity, and access for transit, particularly with regards to access to the MCTS bus system. In collaboration with MCTS, each of the alternatives was evaluated to identify potential bus services and transfer points to existing east-west bus service routes. There are five bus routes that intersect the WIS 175 Study Area: Wisconsin Avenue (BRT Connect 1), State Street (Route 31), Vliet Street (Route 33), Lisbon Avenue (Route 57), and Sherman Boulevard (Route 30).

Table 12 – Transportation: Multi-Modal Mobility & Access: Transit Connections

Evaluation Criteria	Transit Connections
Objective	Identify potential bus routes and number of potential transfers to existing east-west routes.
Measurement	Does the Alternative support adding a new route on WIS 175? (Yes/No) Quantify number of transfer opportunities.

Replace-In-Kind: The Replace-In-Kind baseline alternative does not allow for the addition of bus service on WIS 175 due to the current interchange configurations, which do not offer safe opportunities for bus stops or transfers.

Alternative 1: MCTS assessed the feasibility of implementing bus service on WIS 175 for Alternative 1 and determined that they would not consider establishing a new bus route. This decision stems from the fact that Alternative 1 does not offer a significant increase in new transfer or bus stop locations compared to the existing infrastructure.

Alternative 2: MCTS evaluated the potential for bus service on WIS 175 under Alternative 2 and concluded that new service could be viable, contingent upon the final configuration of the Wisconsin Avenue ramps. Alternative 2 presents possible transfer locations at four out of the five existing east-west routes. However, servicing State Street (Route 31) is likely not possible due to the grade separation and jughandle configuration.

Alternative 3: MCTS reviewed the viability of bus service on WIS 175 for Alternative 3 and indicated that this alternative is the most feasible for introducing new bus service. Alternative 3 provides potential transfer locations at all five existing east-west routes, contingent upon the final configuration of the Wisconsin Avenue ramps.

Bicycle and Pedestrian Connectivity

Bicycle: Each of the alternatives provides different opportunities for safe and comfortable bike access.

Three different gaps in bike connectivity were identified for WIS 175:

- East-West Crossings – Crossings of WIS 175
- North-South Connectivity – On or parallel to WIS 175
- Regional Trail Connectivity – Oak Leaf Trail to Hank Aaron Trail

This section evaluates the extent to which each alternative provides bike facilities that are safe and comfortable to accommodate bicyclists of all ages and abilities³ and encourage more people to ride. To achieve this, the NACTO Bikeway Design standards were adhered to, which state that bicycle facilities should be direct, safe, intuitive, and cohesive. Due to higher speeds and volumes, the facilities should be separated and protected from moving traffic.

Pedestrian: Pedestrian design features should ensure safety and accessibility for all users in accordance with ADA guidelines. Sidewalks are an essential component of the urban environment, facilitating the connection between people, goods, and commerce. The alternatives and land-use concepts adhere to the NACTO Urban Street Design Guide⁴, which recommends creating active, complete streets that enable interpersonal interactions within an urban setting while enhancing access to parks and regional trails. The sidewalks are designed with expanded pedestrian through zones and wider terrace/street furniture zones to accommodate lighting and street trees.

The quantity and quality of each of these bike and pedestrian facilities were evaluated, and any remaining missing gaps or barriers were identified.

Table 13 – Transportation: Multi-Modal Mobility & Access: Bicycle and Pedestrian Connectivity

Evaluation Criteria	Bicycle and Pedestrian Connectivity
Objective	Evaluate the quantity and quality of bicycle and pedestrian facilities and identify and remaining gaps or barriers.
Measurement	East-West Crossings: How many safe and comfortable bicycle and pedestrian facilities cross WIS 175? North-South Connectivity: Does WIS 175 provide a safe and comfortable north-south facility? Regional Trail Connectivity: Does the alternative connect the regional trails (Oak Leaf to Hank Aaron)?

Replace-In-Kind: The Replace-In-Kind baseline alternative does not adequately address deficiencies in bicycle or sidewalk connectivity. Although grade-separated crossings exist, they fail to meet established safety or comfort standards. Numerous existing crossings intersect with ramps that pose significant safety concerns due to high speeds, traffic volumes, and inadequate sightlines. The limited bicycle accommodations are insufficient and uncomfortable as they primarily consist of painted bicycle lanes or shared lanes with vehicles. Likewise, pedestrian sidewalk facilities are less comfortable being attached sidewalks with no separation from traffic. Additionally, there is no continuous north-south bike route since biking or walking is prohibited on WIS 175, and the Menomonee River along with the railroad act as physical barriers. The Oak Leaf Trail and Hank Aaron Trail are currently disconnected. Trail users must bike or walk across the high-traffic interchange at WIS 175 and Wisconsin Avenue / Wells Street to connect to the trails.

Alternatives 1-3: All build alternatives enhance the east-west connections between existing parks and neighborhoods. The ability to traverse WIS 175 from east to west is improved by safety features that include either grade-separated crossings without ramps or at-grade signalized intersections with enhanced bicycle and pedestrian infrastructure, such as protected bike lanes and separated pedestrian infrastructure. Alternatives 1-3 also offer opportunities for safe north-south connectivity by removing physical and perceived barriers. This includes providing protected or separated bike and

³ NACTO Designing for All Ages & Abilities: https://nacto.org/wp-content/uploads/NACTO_Designing-for-All-Ages-Abilities.pdf

⁴ NACTO Urban Street Design Guide: <https://nacto.org/publication/urban-street-design-guide/street-design-elements/sidewalks/sidewalk-design/>

pedestrian facilities on or adjacent to WIS 175 and ensuring safe crossings over the railroad and Menomonee River, and connecting to regional trails. Lastly, Alternatives 1-3 provide connectivity between the Oak Leaf Trail and Hank Aaron Trail by extending the Hank Aaron Trail along N 44th Street, which is proposed to be removed to allow for a safe and comfortable trail connection under Wisconsin Avenue. The trail then crosses WIS 175 to connect to the Oak Leaf Trail via a bridge over or path under WIS 175.

9.2. Reconnection

To identify alternatives for WIS 175 that connect neighborhoods and promote socio-economic vitality, three of the six previously identified Study Goals were used to evaluate this factor: **Social Reconnection**, **Economic Reconnection**, and **Neighborhood Design (Physical Reconnection)**, as described in Section 4.4.

Why is Reconnection Important? When a neighborhood feels friendly and unified, people see themselves as part of an interconnected community. This increases support for changes benefiting the broader area. Conversely, a disconnected neighborhood diminishes the sense of community. To reconnect communities around the Study Area, the alternatives must address specific goals:

- Social reconnection
- Economic reconnection
- Physical reconnection

The City of Milwaukee and Milwaukee County led the efforts around land use and potential development opportunities for the Study since they would oversee the development of potential surplus land through their policies and building codes. More information on the Surplus Land and next steps can be found in Section 10.4.

Reconnection concepts and land use opportunities were developed for Alternatives 1-3 which were shared with the public at Public Involvement Meeting #3 (PIM #3), provided in **Appendix G**.

The reconnection and land use concepts describe various feasible options for developing

*In coordination with the Study Partners, Reconnection concepts were created and shared with the public for feedback. The PIM #3 Reconnection materials are provided in **Appendix G – Reconnection Public Involvement Materials**.*

surplus land that may be generated by the different roadway alternatives.

Five place-based reconnection plans were developed for areas within and adjacent to WIS 175. These included the Washington Park Edges, Washington Park Interior, West Side of the Park, Crossroads and Mainstreets, and the unused land areas. A map of these areas is shown below in Figure 45.

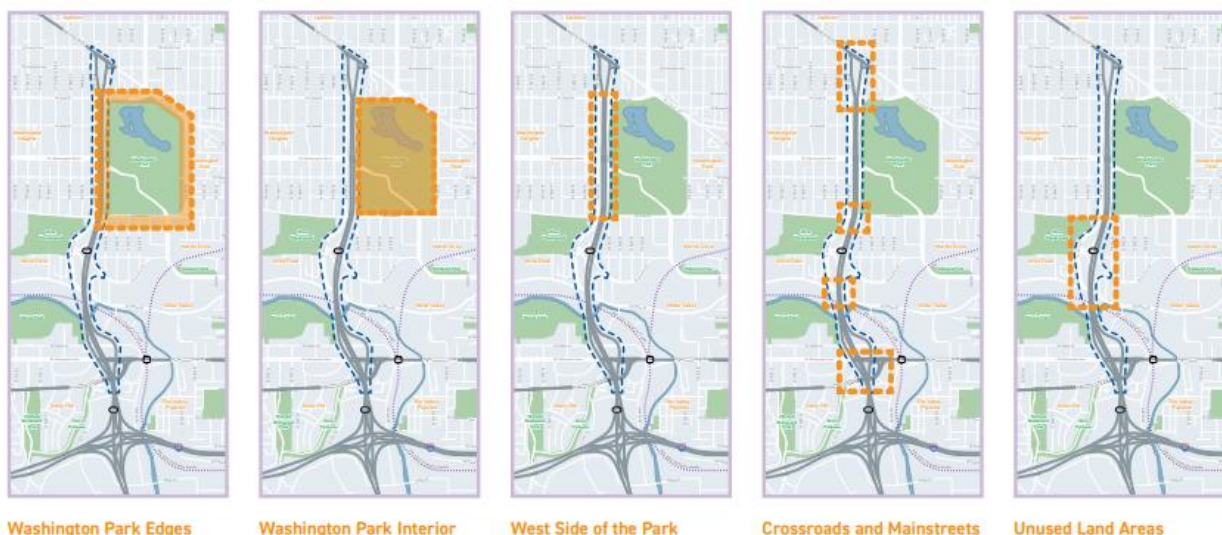


Figure 45 - Five Place Based Reconnection Plans

The land use plans demonstrate how each alternative reconnects by extending the street and block pattern, establishing neighborhood hubs, and integrating public spaces. A comprehensive reconnection plan includes social, economic, and physical aspects, which encompass transportation factors as well. Successful development leads to opportunities for social, economic, and physical reconnection, which often overlap. For instance, a neighborhood activity hub functions as a physical space but can also serve as a social gathering place; however, this study focuses on its economic impact. This section analyzes the social, economic, and physical reconnection opportunities associated with each alternative, using evaluation criteria to assess their respective strengths and weaknesses.

9.2.1. Social Reconnection

Land Use Mix. Each of the alternatives, except the Replace-In-Kind, creates the potential for surplus land that could accommodate various land uses. New land uses in the surplus land could reconnect areas by extending existing neighborhood development patterns and providing opportunities for interaction between groups on either side of the road. A greater variety of land uses is preferable compared to a limited number of potential uses, as it offers more opportunities for successful development and adaptability to different future scenarios. Additionally, a greater variety of land uses increases the number of user groups who could utilize the surplus land, enhancing its utility and overall social value.

Table 14 – Social Reconnection: Land Use Mix

Evaluation Criteria	Land use mix
Objective	Assess the amount and variety of potential future land uses
Measurement	Estimate a range for the number of potential residential units. Estimate a range for square footage of commercial space. Estimate the acreage of potential public places. Qualitatively assess the mix of residential, commercial, and public places.

Replace-In-Kind: The Replace-In-Kind

Alternative would preserve the existing WIS 175 right-of-way without any modifications, resulting in no opportunities for developable land use.

Alternatives 1-3: Alternatives 1, 2, and 3 could provide additional land uses and a balanced land use mix compared to the Replace-In-Kind. The alternatives may provide an incrementally increased amount of total land for redevelopment, resulting in more potential housing units, feasible commercial spaces, and public places. The increase in land uses from Replace-In-Kind to Alternative 1 is significant, as is the increase from Alternative 1 to Alternative 2 across all categories. The increase from Alternative 2 to Alternative 3 is less significant for increased commercial square footage and number of public places but still provides a much greater increase in opportunities for housing and the land dedicated to public places. A summary of the development opportunities for each alternative is included in Table 15.

Table 15 - WIS 175 Potential Development Summary (in Acres)

	Residential	Commercial	Public Places		Total	Right-of-way
	(number of potential new housing units)	(square footage of potential new commercial real estate)	(number of potential new public places)	(acreage of potential new public places)	(acreage of reconnection area)	(acreage of transportation facilities)
Replace-In-Kind	0 units	0 SF	0	0.0 ac	0 ac	104 ac
Alternative 1	600-900 units	10,000-20,000 SF	14	3.5 ac	19.5 ac	84.4 ac
Alternative 2	900-1,500 units	40,000-60,000 SF	17	7.2 ac	30.9 ac	73.0 ac
Alternative 3	1,300-2,000 units	40,000-60,000 SF	19	10.3 ac	36.9 ac	67.1 ac

Quality of Public Places. Redevelopment of surplus land in each alternative should include public spaces as part of the overall development mix depicted in the reconnection concepts. Although the location and size of these public spaces may vary significantly within the same alternative, certain principles and constraints influence their placement and dimensions in the reconnection concepts. Where feasible, public places are positioned to ensure distributed access throughout the entire corridor, facilitating walkable and active transportation connections to social, recreational, and cultural activities in highly active areas such as key intersections, extensions of existing public spaces (e.g., Washington Park), or as essential amenities to new developments. Each alternative reconnection concept's public spaces are qualitatively evaluated based on their connections to existing parks, walkability from residential areas, proximity to active locations and complementary land uses, and the likely mix of activities that will occur in each space.

Table 16 – Social Reconnection: Land Use Mix

Evaluation Criteria	Public places
Objective	Assess the quality of potential public places
Measurement	Qualitative assessment and characterization of each potential public place

Replace-In-Kind: The Replace-In-Kind, baseline condition is connected to multiple public parks and natural areas that provide public access but suffer from a lack of interconnectivity and accessibility from other recreational and residential locations. Connections to Washington Park are limited by the perception of WIS 175 as a barrier and the lack of pedestrian infrastructure on the streets on the park perimeter. Wick Field and Doyme Park suffer from similar connectivity issues due to their proximity to highway ramps and unappealing pedestrian infrastructure connecting to them from east-west streets. Informal natural areas such as the hillside south of Wick Field west of Alois Street and the Martin Drive neighborhood gardens on the southwest corner of Vliet and 46th Street, provide additional recreational and natural amenities to residents. These informal spaces are appealing to residents in lieu of safe connections to more formal park spaces that are difficult to access from these areas. Developments currently have limited outdoor amenities (plazas, gardens, courtyards, pocket parks, etc.), whether public, semi-private, or private.

Alternative 1 improves connectivity between existing parks and overall neighborhood walkability. The ability to traverse WIS 175 from east to west is enhanced by safety features such as pedestrian crossings, particularly from the west to Washington Park compared to the baseline condition, and provides opportunities for enhanced pedestrian infrastructure like connected sidewalks and designated crossings at the northern end. However, Wick Field and Doyme Park continue to experience similar connectivity challenges.

Alternative 2 demonstrates improvements due to the expressway coming to grade in the middle of the corridor, removing both real and perceived barriers to access in the northern half of WIS 175. Connectivity between existing parks and overall neighborhood walkability improves throughout the northern half of the corridor. In addition to intentional safety features present in Alternative 1, Alternative 2 also enhances access to WIS 175 down into the Menomonee River Valley (e.g., west of Martin Drive), thereby improving access to Wick Field and Doyme Park. Access to active locations, including business, civic uses, and complementary land uses, is improved. This includes informal natural areas like the hillside by Wick Field west of Alois Street and the Martin Drive neighborhood gardens at Vliet Street and 46th Street.

Alternative 3 further enhances the quantity and quality of public spaces due to the expressway coming to grade further south along the corridor, with multi-modal improvements and intersections that remove many real and perceived barriers to access. Connectivity between existing parks and overall neighborhood walkability is improved throughout the corridor in Alternative 3. As WIS 175 would come to grade for most of the Study Corridor, additional right-of-way is released with access frontage. This frontage could accommodate a maximum variety of land uses.

Access to Public and Institutional Resources.

Each alternative (1-3) improves the mobility and access of active transportation users on the corridor. Improved access is important for all roadway users to travel to public and institutional resources such as health services, libraries, civic institutions, schools, educational centers, government offices, places of worship, charities, and similar places. Institutions walkable to the WIS 175 corridor include the Washington Park Library, The Milwaukee Police Department, the Urban Ecology Center, The Washington Park Senior Center, more than twenty schools and places of worship, three childcare and early learning centers, and the Calvary Cemetery.

Table 17 – Social Reconnection: Access to Public and Institutional Resources

Evaluation Criteria	Access to public and institutional resources
Objective	Identify and assess access to public and institutional resources.
Measurement	Qualitative assessment of access to resources via active transportation modes.

Replace-In-Kind: The Replace-In-Kind baseline alternative does not facilitate access to non-vehicular modes and offers limited east-west crossings that support travel to public and institutional resources. Both real and perceived barriers restrict travel to these destinations via trips involving WIS 175. Heavy traffic on WIS 175 affects the Washington Park Library, which faces significant safety concerns on adjacent roadways. Heavy traffic contributes to a feeling of feeling unsafe but is not the only factor. Public feedback has revealed that the Urban Ecology Center, Washington Park Senior Center, and other resources within Washington Park seem isolated with a lack of appealing connections. Regional access to these destinations is further hindered by the gap between the Oak Leaf Trail and Hank Aaron State Trail.

Alternatives 1-3: Each of these alternatives offers multi-modal access throughout the corridor, including connections to regional trails, thereby enhancing public and institutional resource accessibility within the area. Additionally, new development land in each alternative is conducive to the establishment of new public and institutional resources. Alternatives 2 and 3 offer the highest level of access due to the numerous connections they provide throughout the corridor, while Alternative 1 still presents a moderate improvement given the concentration of resources at the corridor's northern end.

Table 18 – Qualitative Assessment of Access to Institutional Resources

	Access to Public and Institutional Resources
Replace-In-Kind	Low
Alternative 1	Moderate
Alternative 2	High
Alternative 3	High

9.2.2. Economic

Neighborhood Activity Hubs. Each alternative, except the Replace-In-Kind creates opportunities for neighborhood activity hubs, described herein. These hubs are major intersections where various land uses and connections to all modes of transportation are concentrated in a central location, typically a major intersection. Activity hubs are defined as walkable environments suitable for different social, economic, and cultural activities. High travel speeds, heavy traffic, vacant/undevelopable land, vehicular priority over pedestrians, and similar characteristics are not compatible with activity hubs. Potential activity hubs are located at the intersections of WIS 175 with Wisconsin Avenue, Martin Drive, Vliet Street, Washington Boulevard, Lloyd Street, and Lisbon Avenue.

Table 19 – Economic: Neighborhood activity hubs

Evaluation Criteria	Neighborhood activity hubs
Objective	Assess the quantity and quality of potential neighborhood activity hubs that could facilitate a mix of public activities, active transportation, and neighborhood amenities.
Measurement	Number of potential neighborhood activity hubs. Qualitative assessment and characterization of each potential neighborhood activity hub.

Replace-In-Kind: The Replace-In-Kind baseline scenario does not create opportunities for new activity hubs. Currently, the major intersections of WIS 175 with Wisconsin Avenue, Lloyd Street, and Lisbon Avenue are primarily characterized by highway transportation infrastructure, including ramps and vacant land that handle heavy traffic at high speeds. Lloyd Street and Lisbon Avenue exhibit low levels of activity and economic opportunities. Additionally, the intersections of WIS 175 with State Street and Vliet Street are grade-separated, resulting in minimal activity areas dominated by transportation structures such as bridges and ramps, which contribute to isolation despite being near areas of higher activity further from WIS 175. The intersections of WIS 175 with Martin Drive and Washington Boulevard are also grade-separated and are similarly characterized by extensive transportation infrastructure, creating large, underutilized areas within a residential environment.

Alternatives 1-3: The more southward the expressway ends; the greater the opportunity is for activity at the identified hub locations. None of the alternatives create a high activity hub at Wisconsin Ave due to fact that an interchange is recommended to remain at this location. In other locations where ramps are eliminated additional space is available for hub locations. Alternative 3 provides the only opportunities at State Street and Martin Drive. At Vliet Street, each alternative provides incrementally more opportunities. Alternatives 1 and 2 provide similar levels of activity at Washington Boulevard for different reasons, with Alternative 1 providing more developable land but less activity compared to an at-grade intersection, and Alternative 2 providing less developable land but more activity with the at-grade intersection. All alternatives provide substantial opportunities for activity hubs at Lloyd Street and Lisbon Avenue by ending the expressway before these locations, but there is somewhat less opportunity at Lloyd Street in Alternative 1 due to ramp up to grade limiting development options at Lloyd Street.

Table 20 – Qualitative Assessment of Potential Neighborhood Activity Hub

	Neighborhood Activity Hub Location: (Combination of the following factors: at-grade intersections; mixed-use activity; accessible to all modes; low-stress pedestrian environment)						
	Wisconsin Avenue	State Street	Martin Drive	Vliet Street	Washington Boulevard	Lloyd Street	Lisbon Avenue
Replace-In-Kind	None	None	None	None	None	None	None
Alternative 1	Moderate	None	None	Low	Moderate	High	Moderate
Alternative 2	Moderate	None	None	Moderate	Moderate	High	High
Alternative 3	Moderate	High	Moderate	High	High	High	High

Housing Choice. Each alternative except the baseline creates potential surplus land that can accommodate additional housing choices beyond what exists today. Expanding housing choice can facilitate economic reconnection by creating new housing suitable for a range of incomes. Alternatives should accommodate rental and owner-occupied housing at many types, especially those housing choices that may not exist today, such as townhomes and condos, but are still compatible with their surroundings.

Table 21 – Economic: Housing Choice

Evaluation Criteria	Housing Choice
Objective	Evaluate if alternative facilitates increased housing choices, opportunities for home ownership, and mixed income communities.
Measurement	Qualitative assessment of housing types of renters and owners of mixed income levels.

Replace-In-Kind: The existing neighborhoods surrounding the WIS 175 corridor host a range of low to medium density housing types, but there is limited variety of housing types within neighborhoods. Instead, each neighborhood has a distinct subset of housing types with some areas dominated by owner-occupied and single-family housing and other areas dominated by renter-occupied multifamily housing (especially 2-3 unit buildings). Incomes also vary across the corridor, but not much within distinct neighborhoods themselves.

Alternatives 1-3: Each alternative provides an opportunity for additional housing choice, homeownership, and mixed-income communities, although these descriptors vary widely by

alternative. Opportunities increase incrementally over the baseline condition in all alternatives, the degree to which is closely tied to the amount of expressway right-of-way that's ultimately made available for housing. Land featuring street level, at-grade frontage, is ideal for housing, although is not the sole factor enabling it. Alternative 1 provides the least amount of right-of-way and new street frontage, and Alternative 3 provides the greatest collective opportunity for ownership to a mix of household incomes. The geometry of each alternative provides sufficient space to accommodate a range of housing in all alternatives, but the greatest range is accommodated by Alternative 3 which can orient residential development in the greatest variety of ways due to the minimal constraints presented by the roadway and intersection conditions.

Table 22 – Qualitative Assessment of Housing Choice

	Housing Choice
Replace-In-Kind	Low
Alternative 1	Moderate
Alternative 2	Moderate
Alternative 3	High

9.2.1. Physical

Street and Block Pattern. Each alternative except the baseline creates potential surplus land suitable for a variety of development as illustrated in the reconnection concepts. Developable areas that are geometrically similar to the surrounding street and block pattern are preferable to irregular land areas because they can be developed with a greater variety of potential uses, are adaptable to a greater number of potential future scenarios, can be divided and combined into regular parcels, and will blend more effectively with their surroundings in the existing

neighborhoods. On the other hand, irregular land areas often lend themselves to limited development options, create leftover underutilized spaces, and may not accommodate traditional development patterns. New developments should be integrated seamlessly to the extent possible with their surroundings to support reconnection around these areas. The street and block pattern is defined as rectilinear blocks at least 200 feet deep accommodating typical parcel orientation.

Replace-In-Kind: The Replace-In-Kind, baseline alternative provides no additional developable areas, so no additional area is available that would conform to the traditional street and block pattern. The existing highway interrupts the historical street and block pattern and has reinforced barriers that detract from the pattern remaining in the surrounding neighborhoods.

Alternatives 1-3: Each alternative creates land that can extend the existing street and block pattern of existing neighborhoods to differing extents. Although Alternative 1 provides the least amount of total reconnection area, about 20 acres, over half of this area can conform to the street and block pattern. On the other hand, while Alternative 2 provides 30 acres of developable area, less than a

Table 23 – Physical: Street and block pattern

Evaluation Criteria	Street and block pattern
Objective	Evaluate how much of the reconnection concepts can conform to the traditional street and block pattern of the existing neighborhoods.
Measurement	Acreage of land that fits within rectilinear blocks at least 200' deep accommodating typical parcel orientation.

third of it easily conforms to a traditional street and block pattern. This is because the jug handle ramp design at Martin Drive reduces the potential for traditional development patterns in Alternative 2 and the curving road along Washington park narrows the developable area too much for a double-loaded block with rectangular parcels. Alternative 3 provides the most reconnection area that could conform to the traditional street and block pattern by maximizing space west of Washington Park and providing at-grade connections at State Street and Martin Drive that accommodate portions of rectangular blocks.

Table 24 – Acreage of Area Conforming to Typical Street and Block Pattern

	Reconnection Area Conforming to Typical Street and Block Pattern: (acres)
Replace-In-Kind	0 ac
Alternative 1	~10.5 ac
Alternative 2	~7.9 ac
Alternative 3	~14.2 ac

Active Street Frontage. Physical reconnection depends on the quality of transportation infrastructure for all modes to create an appealing travel experience for user groups between destinations. Active land uses support vibrant street and public life, providing strong opportunities for reconnection.

Replace-In-Kind: The Replace-In-Kind, baseline condition includes entirely inactive street frontage along the WIS 175 corridor as a grade-separated expressway.

Table 25 – Physical: Active Street Frontage

Evaluation Criteria	Active street frontage
Objective	Evaluate how much of the newly created street frontage abuts active land uses (residential, commercial, public)
Measurement	Linear feet of street frontage abutting active land uses.

Alternatives 1-3: Each alternative creates potential surplus land that can be developed with active land uses containing either residential, commercial, or public land. More information on the potential sale and transfer of surplus land can be found in Section 10.4. Ending the expressway more to the south results in larger increases in active frontage, with Alternatives 1 through 3 creating incrementally greater amounts of active frontage. Alternative 1 creates the least additional active frontage on WIS 175, but the most on side streets through the elimination of ramps and narrowing of the right-of-way. Alternatives 2 and 3 create significantly more active frontage on WIS 175, especially Alternative 3 which has frontage on two sides of each of the one-way pair (although half of the frontage on the southbound leg of Alternative 3 exists today as 47th Street and is not counted). While making State Street at grade in Alternative 3 does eliminate some active frontage that exists today, the net increase in frontage is still positive and exceeds other alternatives. A summary of the street frontage for each alternative is include in [Table 26](#).

Table 26 – New Acreage of Surplus Right-of-Way for Development Opportunity

	New active frontage on WIS 175 (linear feet)	New active frontage on connecting streets (linear feet)	Loss of existing active frontage (linear feet)	Net gain in active frontage (linear feet)
Replace-In-Kind	0 LF	0 LF	0 LF	0 LF
Alternative 1	~1,000 LF	~9,400 LF	0 LF	~10,400 LF
Alternative 2	~10,000 LF	~8,000 LF	0 LF	~18,000 LF
Alternative 3	~14,000 LF	~7,500 LF	(800 LF)	~24,700 LF

9.3. Environmental & Other Considerations

There are many environmental and cultural resources in the Study Area. This section of the report examines the environmental criteria and the nature of impact to resources, along with other factors such as right-of-way impacts, construction costs and public input.

9.3.1. Environmental Scan

The Reimagining WIS 175 Study included a high-level environmental scan of important environmental resources. In some cases, these allowed quantification of existing conditions and in other cases these only allowed a high-level qualitative assessment of impacts compared among the alternatives. The high-level environmental scan includes the following elements:

- Demographics
- Hazardous Materials
- Section 4(f) – impacts to parks and other public spaces
- Section 106 – impacts to archaeological or historic resources
- Wetlands, Waterways and other environmental corridors
- Traffic Noise
- Stormwater

A map showing the results of the higher-level environmental scan / desktop review of the existing environmental & cultural resources is shown in [Figure 46](#).

When a project is scheduled and project funding is identified, additional environmental review and analysis, consistent with relevant laws and regulations will be completed as part of the NEPA project development process.



Figure 46 - WIS 175 Environmental & Cultural Resources

The high-level environmental scan involved reviewing seven environmental elements (those listed at the beginning of this section), which were analyzed for the alternatives evaluation and summarized in each subsection.

9.3.1.1. Study Area Demographics

Low-income and minority residents are located within the Study Area, as well as facilities and businesses that serve these neighborhoods. Additionally, the Study Area includes multiple parks that serve the community, and community facilities like post offices, libraries, and schools. Safe and comfortable access to and from these populations to adjacent community facilities is important to the social health of the area.

Table 27 – Environmental: Study Area Demographics

Evaluation Criteria	Study Area Demographics
Objective	Identify the populations within the Study Area and compare potential for impact or avoidance
Measurement	Qualitative description of potential direct or indirect effects experienced by low-income and minority neighborhoods as high\medium\low.

The Study completed a review of the existing demographics using the US Census Bureau. It was found that composition of the people living within 500 feet of the Study Area are reflective of the county as a whole with non-white population being over 50%. Fewer households have access to vehicles, and household incomes are over \$7,000 less than the county's median of \$58,705. See Table 28 for more demographic data. The data in this table is from the U.S. Census Bureau⁵, year 2022 5-year estimates from the American Community Survey.

In general, the areas east and north of WIS 175 have the most persistent poverty in the Study Area.

Table 28 – WIS 175 Corridor Demographics

	County Total	Block Groups in Study Area Totals	County Percent	Block Group Percent
Population	933,063	12,048	-	-
Number of Households	389,247	5,548	-	-
Population non-white alone and/or Hispanic	554,607	6,828	59.4%	56.7%
Workers 16 years and over in Labor Force	475,519	6,241	64.7%	62.8%
Population under 18	221,958	2,521	23.8%	20.9%
Population 65+	131,732	1,667	14.1%	13.8%
Households with no vehicles available	49,084	961	12.6%	17.3%
Workers who commute by walking, biking, or taking transit	32,433	504	7.3%	8.8%
Limited-English-speaking households	12,927	226	3.3%	4.1%
Renter-occupied housing units	197,035	2,994	50.6%	54.0%
Median Household Income	\$58,705.00	\$51,179.50	-	-
Household Income (Range)	\$2,499 - \$250,001	\$11,810- \$116,023	-	-

⁵ U.S. Census Bureau: <https://www.census.gov/en.html>

This section discusses the potential for changes in traffic patterns and noise levels near the existing roadway, and considers how these factors may affect neighboring low-income and minority residents. Once project funding is identified, additional environmental review and analysis, consistent with relevant laws and regulations will be completed as part of the NEPA project development process.

Replace-In-Kind: The Replace-In-Kind alternative preserves the current expressway, continuing the historical affect on low-income and minority residents in the vicinity.

Alternatives 1-3: Planning Study traffic modeling results suggest traffic volume increases are likely on roads through adjacent low-income and minority neighborhoods, mostly north and east of WIS 175. Martin Drive and Vliet Street are the two most likely to experience increased traffic volumes from the project. These increased traffic volumes may bring an increase in traffic noise and more opportunities for pedestrian and bicycle conflict.

Alternative 1: A new interchange is introduced at Martin Drive and would likely increase traffic volumes and subsequent noise levels to the adjacent Martin Drive neighborhood east of WIS 175. Martin Drive neighborhood has many low-income and minority residents. In subsequent studies or project development activities, traffic calming elements may be considered along the affected roadways. Additionally, improvements to promote bike and pedestrian safety would be considered as part of future project development activities.

Alternative 2: Traffic volumes move away from the Martin Drive neighborhood which would tend to reduce traffic noise. This physical shift of the roadway away from Martin Drive is not expected to introduce noise or safety impacts to other neighborhoods.

Alternative 3: A new intersection at Martin Drive is not likely to increase volumes along Martin Drive but the WIS 175 arterial alignment would move closer to the Martin Drive neighborhood and therefore likely increase traffic noise.

Table 29 – Qualitative Assessment of Traffic and Noise Impact to Low-Income or Minority Groups

	Potential Impact to Low-Income or Minority Groups
Replace-In-Kind	Low
Alternative 1	Moderate
Alternative 2	Low
Alternative 3	Moderate

Physical relocation of low-income or minority households or businesses will be an important consideration in future stages of project development, which is discussed further in Section 9.3.2 Right-of-Way Impacts.

9.3.1.2. Hazardous Materials

The Study Team conducted a desktop search to identify open and closed contaminated sites using the Wisconsin Remediation and Redevelopment Database (WRRD).⁶ Within 500 feet of the project, there are 13 closed sites and two open sites.

Table 30 – Environmental: Hazardous Materials

Evaluation Criteria	Hazardous Materials
Objective	Evaluate risk of impact to known hazardous material sites
Measurement	Risk – High/Moderate/Low

Table 31 – Open WRRD Sites within 500 feet of the WIS 175 Corridor

Site Name	BRRS No.	Activity Type	Substances
Historic Filling Station	02-41-563563	Historic Filling Station	Diesel Fuel; Gasoline-Unleaded and Leaded; Lead (Pb); Volatile Organic Compounds
44th Street Property	02-41-562750	Licensed Landfill or Historic Waste Site	Arsenic; Chromium; Lead (Pb); Metals; Pesticides, Herbicides, and insecticides; Polynuclear Aromatic Hydrocarbons

Replace-In-Kind: The Replace-In-Kind has the least likelihood of impacting open or closed hazardous material sites given the roadway remains on the current alignment. Replacement of the roadway, structures and drainage systems within the corridor may still require mitigation or special handling of hazardous materials encountered during construction.

Alternatives 1-3: Study alternatives 1-3 are all likely to have an impact on the historic filling station property.

Table 32 – Assessment of Impact to Known Hazardous Material Sites

	Risk of Impact to Known Hazardous Material Sites
Replace-In-Kind	Low
Alternative 1	Moderate
Alternative 2	Moderate
Alternative 3	Moderate

This Study completed a desktop review and literature search of hazardous materials sites and a qualitative assessment of potential impacts of each alternative. Once project funding is identified, additional environmental review and analysis of the potential impacts to hazardous material sites, consistent with relevant laws and regulations, will be completed as part of the NEPA project development process. This would include completing a formal Phase 1 Hazardous Material Assessment.

⁶ Wisconsin Remediation and Redevelopment Database. Available at <https://dnrmaps.wi.gov/H5/?viewer=rrsites>. Accessed 29 June 2023.

9.3.1.3. Section 4(f) Resources

Section 4(f) of the Department of Transportation Act of 1966 affords protection to publicly owned parks, recreation areas, wildlife/waterfowl refuges as well as publicly owned or privately owned historic properties.

Potential Section 4(f) park and recreational areas were evaluated using data from Milwaukee County Parks and City of Milwaukee Parks. There are six park resources within the Study Area:

County Parks

- Doyne Park
- Story Parkway
- Valley Park
- Washington Park

Municipal Parks

- Wick Field
- 49th & Juneau Neighborhood Play Area

Washington Park includes three properties within the park boundaries that are noted as potentially eligible for the National Register of Historic Places. These include:

- Emil Blatz Temple of Music, also known as the "Bandshell"
- Johan Wolfgang Von Goethe & Friedrich Schiller Monument
- Washington Park Senior Center

Replace-In-Kind: The Replace-In-Kind Alternative is not likely to require the conversion of any parkland to highway right-of-way. This alternative would not improve or degrade any existing access to parkland property.

Alternatives 1-3: Each alternative will maintain or improve access to resources with differing impacts on Washington Park's acreage. The net parkland could increase, but alternatives 1, 2, and 3 will require converting 1.5, 2.4, and 2.6 acres of parkland to road right-of-way respectively. Surplus land adjacent to Washington Park could result in a net gain of 0.2, 0.2, and 0.5 acres for Alternatives 1, 2, and 3 to Washington Park boundary but the ultimate use of this surplus land will be part of future coordination. All other parks are not anticipated to be physically impacted but access will improve as multi-modal mobility is increased.

Table 33 – Environmental: Section 4(f) Resources

Evaluation Criteria	Section 4(f) Resources
Objective	Evaluate potential Section 4(f) properties within Study Area and compare potential for impact or avoidance.
Measurement	Location and size of potential Section 4(f) property impacted. Opportunity to improve access to parkland – High/Moderate/Low

Table 34 – Assessment of Impact to Section 4(f) Resources

	Opportunity to Improve Access to Washington Park	Potential Net Change in Washington Parkland * (Acres)
Replace-In-Kind	Low	0.0
Alternative 1	Moderate	+ 0.2
Alternative 2	Moderate	+ 0.2
Alternative 3	Moderate	+ 0.5

*Parkland numbers could change through design development.

9.3.1.4. Cultural Resources - Section 106

The Study Team completed a literature review of archaeological and historic resources that are located within the Study Area. Because the data included in this Study are the results of a literature review and prior investigations, they do not necessarily include all cultural resources present in the WIS 175 Study Corridor.

The outcome of the literature review suggested additional assessment and monitoring of one archaeological site located on the south side of W. Bluemound Road between Parkway Drive and the railroad tracks east of N. 44th Street.

The literature search identified numerous historic properties and historic districts in the Study Area, as well as properties and districts with potential significance. These historic resources are shown in Figure 46. Note that Section 106 eligible properties are also protected under Section 4(f) requirements.

Table 35 – Environmental: Cultural Resources (Section 106)

Evaluation Criteria	Cultural Resources (Section 106)
Objective	Evaluate likelihood of historic or archaeological resources to be impacted by the project.
Measurement	Risk – High/Moderate/Low

Replace-In-Kind & Alternatives 1-3: All build alternatives would intersect the potential archaeology site but impacts are considered Low Risk.

Table 36 – Likelihood of Historical Resources to be Impacted

	Impact to WIS 175 Historic Resources
Replace-In-Kind	Low
Alternative 1	Low
Alternative 2	Low
Alternative 3	Low

During the NEPA phase, an architecture/history survey will identify all historic properties and districts that may be affected by proposed highway improvements, and any effects to those properties and districts will be assessed and considered in the NEPA phase.

9.3.1.5. Wetlands and Rivers

The Study Team identified wetlands within or adjacent to the project area using the DNR Wisconsin Wetland Inventory (WWI)⁷ database (updated December 13, 2019), U.S. Fish and Wildlife Service (USFWS) National Wetlands Inventory (NWI) data,⁸ and U.S. Geological Survey (USGS) National Hydrograph Dataset⁹ (published December 1, 2020). Staff also reviewed DNR's Surface Water Data Viewer¹⁰ including the DNR wetland indicators map (updated May 5, 2021). The only wetlands identified that fall within 500 feet of WIS 175 are those adjacent to the Menomonee River corridor.

Table 37 – Environmental: Wetlands

Evaluation Criteria	Wetlands
Objective	Evaluate potential impacts to wetlands
Measurement	Assessment of potential wetland impacts based on wetland locations identified on wetland inventory dataset – High\Medium\Low

Table 38 lists wetland resources identified within 500 feet from the project corridor.

Table 38 – Wetland Resources WIS 175 Corridor

WWI ID	Wetland Code	Wetland Class
41423691070	W0Hx	Open Water
41423691083	E2H	Emergent/wet meadow
41423691086	E2H	Emergent/wet meadow
41423691218	T3K	R
41423691221	T3K	Flats/unvegetated wet soil
41423691223	F2H	Flats/unvegetated wet soil
41423691226	F2H	Flats/unvegetated wet soil
41423691230	F2H	Flats/unvegetated wet soil
41423691231	F2H	Flats/unvegetated wet soil
41423691252	E2K	Emergent/wet meadow
41423691253	E2K	Emergent/wet meadow
41423691255	E2K	Emergent/wet meadow
41423691256	E2K	Emergent/wet meadow
41423691259	T3/F0H	Forested, Flats/unvegetated wet soil

Rivers in the Study Area were identified using the DNR Wisconsin Wetland Inventory database. The only resource that falls within 500 feet of WIS 175 is the Menomonee River (WBIC 16000), which lies within a regulatory floodway and 100-year flood zone.

7 Wisconsin Wetland Inventory Geodatabase. Available at <https://www.arcgis.com/home/item.html?id=200c06fc04074ef7ae24c0b74737b187>. Accessed 19 November 2021.

8 U.S. Fish and Wildlife Service National Wetlands Inventory. Available at <https://www.fws.gov/wetlands/data/Mapper.html>. Accessed 19 November 2021.

9 U.S. Geological Survey National Hydrograph Dataset. Available at <https://apps.nationalmap.gov/downloader/#/>. Accessed 19 November 2021.

10 Wisconsin Department of Natural Resources Surface Water Data Viewer. Available at <https://dnrm.wisconsin.gov/H5/?Viewer=SWDV>. Accessed 19 November 2021.

Replace-In-Kind & Alternatives 1-3: All four alternatives would preserve the bridges over the Menomonee River, the only source of wetlands on the project corridor.

Table 39 – Assessment of Wetland Impacts

	Impact to WIS 175 Corridor Wetlands
Replace-In-Kind	Low
Alternative 1	Low
Alternative 2	Low
Alternative 3	Low

9.3.1.6. Noise

There are areas of dense residential development adjacent to the WIS 175 corridor that will be sensitive to traffic noise changes. The most significant of which are northeast of Martin Drive, northwest of Vliet Street, and both northeast and northwest of Lloyd Street.

This Study did not quantify existing traffic noise levels along the corridor.

A qualitative assessment based on roadway alignment location and potential of traffic volume pattern changes, along with alternative design features, was conducted to approximate high-level traffic noise ramifications of each alternative.

Table 40 – Environmental: Noise

Evaluation Criteria	Traffic Noise
Objective	Evaluate the likelihood of noise increase adjacent to receptors
Measurement	Risk – High/Moderate/Low

Replace-In-Kind: The Replace-In-Kind Alternative is not likely to change the traffic noise conditions on the corridor and therefore considered Low Risk for overall effect on traffic noise.

Build Alternatives 1-3: All build alternatives would change the horizontal and vertical alignment of the roadway. Each alternative would also change the configuration of interchanges and intersections. All these changes would potentially change the traffic noise profile of adjacent developments.

Build Alternative 1: The End Expressway North Alternative would tend to minimize the change in traffic noise compared to the existing condition. At-grade roads have lower speed limits, intersections, and traffic calming features that reduce overall noise levels. Higher speed expressways generate more noise from tire friction and engine revving.

Build Alternatives 2 & 3: The End Expressway Middle and End Expressway South Alternatives would change the vertical profile to an at-grade boulevard and have higher potential for traffic noise impacts.

Table 41 – Risk of Noise Impacts

	Risk of Noise Impacts
Replace-In-Kind	Low
Alternative 1	Low
Alternative 2	Moderate
Alternative 3	Moderate

Once project funding is identified, additional environmental review and analysis of the potential noise impacts, consistent with relevant laws and regulations, will be completed as part of the NEPA project development process. A future NEPA project would require a detailed noise analysis.

9.3.1.7. Stormwater

A preliminary study on stormwater quantity and quality was completed as a part of the planning Study. This analysis included evaluating existing drainage patterns and assessing how proposed alternatives could impact these patterns.

The Study found that the drainage patterns of the proposed alternatives are generally consistent with each other and align closely with existing conditions. Stormwater catchment areas would begin and end in similar locations along the corridor, requiring catchments of comparable size. The analysis also showed that peak discharge rates for both the existing conditions and the proposed alternatives would be relatively similar, indicating that the proposed designs would maintain hydrologic balance and minimize impacts on downstream conveyance systems.

These findings demonstrate that the proposed drainage systems would effectively manage stormwater runoff within the parameters of the current conditions. Maintaining consistent peak discharge rates suggests a well-designed system that supports hydrologic equilibrium. Overall, the Study indicates a low risk of water quality impacts from the project.

Table 42 – Environmental: Stormwater

Evaluation Criteria	Stormwater
Objective	Examine alterations in drainage patterns and assess potential impacts on downstream conveyance systems.
Measurement	Risk of water quality impacts as High/Moderate/Low

Table 43 – Assessment of Water Quality Impacts

	Risk of Water Quality Impacts
Replace-In-Kind	Low
Alternative 1	Low
Alternative 2	Low
Alternative 3	Low

Once project funding is identified, additional environmental review and analysis of the potential water quality impacts, consistent with relevant laws and regulations, will be completed as part of the NEPA project development process.

9.3.2. Right-of-Way Impacts

When building or improving roadways, the government may need to use private land. This is called right-of-way acquisition. Right-of-way acquisition in fee is the full and complete acquisition of the land, including all rights and interests that run with the land. A temporary limited easement (TLE) allows short-term use during construction, like storing materials. A permanent limited easement (PLE) gives long-term rights for specific uses, such as drainage, while the owner keeps the land. These tools help complete road projects while balancing public needs and property rights.

Table 45 shows the right-of-way impacts for each alternative for the entire corridor based on the preliminary conceptual designs of the alternative. This Study quantified potential relocations, surplus land, and net change in Washington Park lands based on the concept plans developed for the four Study alternatives. Detailed right-of-way analysis, including TLEs and PLEs, will be evaluated as the design progresses in future phases.

Table 44 – Right-of-Way Impacts

Evaluation Criteria	Right-of-Way Impacts
Objective	Evaluate right-of-way impacts for each alternative
Measurement	Quantify impacts including type and number of potential relocations, total right-of-way acquisition, potential surplus land and net change in Washington Park lands

Table 45 – Right-of-Way Impacts and Potential Relocation

Alternative	Number or Potential Relocations			Total Potential Relocations	Right-of-Way Acquisition (Acres)	Potential Surplus Land (Acres)	Net Change in Washington Park Land (Acres)
	Commercial	Residential	Institutional				
Replace-In-Kind	0	0	0	0	0.0	0.0	0.0
Alternative 1 – End Expressway North	1	0	0	1	2.9	19.6	0.2
Alternative 2 – End Expressway Middle	1	0	1	2	3.4	31.0	0.2
Alternative 3 – End Expressway South	6	3	1	10	5.0	37.0	0.5

Replace-In-Kind does not have any surplus land and currently shows no right-of-way impacts. However, it is anticipated that temporary grading easements (TLEs) will be required for construction.

Alternatives 1-3: Right-of-way impacts and number of relocations vary for the three alternatives. All three alternatives involve the possible relocation of a gas station at the intersection of 46th Street and Lisbon Avenue to improve safety and traffic flow where WIS 175 meets Lisbon Avenue. Alternative 2 includes an additional relocation of the Police Maintenance Building on Alois Street. Alternative 3 includes the same relocations as Alternative 2, plus an extra five commercial and three residential relocations on State Street to raise the roadway to meet WIS 175 at an at-grade intersection.

Alternative 1 requires the least amount of right-of-way acquisition (~2.9 acres), Alternative 2 requires some right-of-way acquisition (~3.4 acres), and Alternative 3 requires the most right-of-way acquisition (~5.0 acres).

Alternative 1 provides the least amount of potential surplus land (~19.6 acres), Alternative 2 provides about (~31 acres), and Alternative 3 provides the greatest amount of potential surplus land (~37 acres).

Based on stakeholder and public feedback from PIM #2, all alternatives were designed to result in a **net positive** land change for Washington Park. Milwaukee County Parks expressed that they did not want to receive significant additional park lands or non-contiguous land, so the objective was to achieve a slight net positive and allocate additional land for surplus land.

The Study also examined titles of properties adjacent to WIS 175 for deed restrictions. This examination is ongoing and requires further research in future phases.

9.3.3. Cost Estimates

Table 47 shows the cost to construct each alternative for the entire corridor based on the preliminary conceptual designs of the alternative. Right-of-way acquisition costs for corridor-level alternatives were determined based on an estimate of the impacted parcel area and a corresponding cost based on land use type. The costs are in current 2025 dollars.

Table 46 – Cost Estimates

Evaluation Criteria	Cost Estimates
Objective	Estimate construction costs for each Alternative based on historical bid prices in 2025 dollars.
Measurement	Construction cost estimates for major items including roadway work, structures and right-of-way.

Table 47 - Cost Estimates by Alternative (in Millions)

Alternative	Cost Item			Total Cost*
	Roadway Work	Structures	Right-of-Way	
Replace-In-Kind	\$42 - \$52	\$60 - \$74	0	\$102 - \$126
Alternative 1 – End Expressway North	\$59 - \$72	\$126 - \$154	\$0.5 – \$0.6	\$185 - \$227
Alternative 2 – End Expressway Middle	\$67 - \$81	\$60 - \$73	\$0.7 - \$0.8	\$128 - \$155
Alternative 3 – End Expressway South	\$69 - \$84	\$51 - \$62	\$2.9 – \$3.6	\$123 - \$150

*Costs do not include engineering and utility costs

The Replace-In-Kind is the least expensive option overall, especially for roadway costs since it keeps the road in its current location. Alternative 1 is the most costly due to the extensive structures required, including additional bridges and larger retaining walls from Vilet Street to Lloyd Street. Alternatives 2 and 3 have similar overall costs, but Alternative 3 features the lowest structure costs while needing the most right-of-way.

9.3.4. Public Input

The four Study alternatives were presented for public feedback during Public Involvement Meeting #3 (PIM #3). A summary of the sentiment from survey comments received from PIM #3 is available in Table 48. The survey prompted two questions on individual alternative cards. Those questions were:

1) *Do you feel the alternative meets the goals of the study? Check all that apply:*

- ☐ Transportation Operations
- ☐ Multi-modal Mobility
- ☐ User Safety
- ☐ Social Reconnection
- ☐ Economic Reconnection
- ☐ Neighborhood Design (Physical Reconnection)

2) *Share any additional comments for the Alternative.*

Table 48 - PIM #3 Public Feedback on Alternatives

Alternative	Positive Comments	Neutral Comments	Negative Comments
Replace-In-Kind	17	3	32
Alternative 1 – End Expressway North	19	6	18
Alternative 2 – End Expressway Middle	19	8	9
Alternative 3 – End Expressway South	17	3	32

Replace-In-Kind, additional feedback

There were 53 responses to this alternative survey filled out at the public meeting and on Social Pinpoint. A lot of the comments centered around how this alternative could be a waste of an opportunity and doesn't accomplish the Study Goals. A small group of comments expressed not wanting the expressway to change, due to the convenience for them to travel north and south to their destination. Several comments inquired about wanting to see more development within this alternative. Most respondents felt this alternative did not meet the Study Goals, while less than half thought they were met.

Alternative 1: End Expressway at North, additional feedback

There were 46 responses to this alternative survey filled out at the public meeting and on Social Pinpoint. The majority of the respondents brought attention to the likes and dislikes of the roundabout at Lisbon Avenue in this alternative and how the placement of it could impact traffic, or increase traffic on the north end of the Study Area. A few comments expressed concern regarding the impacts of property taxes with this alternative, with the increased development. There were a lot of positive comments regarding the added bus stops that could be added along WIS 175 in this option. Overall, part of the respondents felt this option met all the Study Goals, while majority felt the goals were not met.

Alternative 2: End Expressway at Middle, additional feedback

There were 41 responses to this alternative survey filled out at the public meeting and on Social Pinpoint. Quite a few comments were about the development available for this alternative. Many described wanting the development to stay away from high-density residences and creating more single-family homes in order to keep a similar feel to the

current neighborhood. One major topic brought up was keeping Washington Park and enhancing the area with bike paths and trails. Many of the comments agreed that this alternative did a great job of reintegrating the neighborhoods, which was a primary Study Goal. Some of the comments were concerned with the loss of the Wells Street bridge, while stating fears of their property values if this were implemented, and how traffic could be impacted. Overall, the majority felt this alternative met the Study Goals, while the remaining respondents felt the goals were not met or remained neutral to this alternative.

Alternative 3: End Expressway at South, additional feedback

There were 77 responses to this alternative survey filled out at the public meeting and on Social Pinpoint. Most respondents liked this alternative's potential for development throughout the Study Area. The reconnection between neighborhoods was a major plus that was discussed. Some respondents wanted to see the redevelopment opportunities blend well with the neighborhood and complement the area with local businesses and single-family homes. Additionally, this was the best described option for multi-modal opportunities out of all the alternatives. One big concern was safety, and many felt this option dealt with it well, but wanted to ensure that traffic calming measures would be implemented along the corridor. There were some concerns about the environmental effects and the impact to the businesses that would be displaced with this alternative. Overall, almost all respondents felt this alternative met the Study Goals, while very few felt they were either not met or neutral.

10. Potential Issues for Future Consideration

10.1. Study Limitations – Assumptions & Constraints

Study Limits: One limitation of the Study was the northern boundary ending at Lisbon Avenue. Future phases may consider extending the Study Limit through the Lisbon Avenue (WIS 175) and North Avenue intersection, which also presents safety and operational challenges due to its skewed geometry and proximity to the Study's terminus.

In addition, the City and County recognized the importance of evaluating all perimeters of Washington Park to ensure safe access for residents from the Sherman Park (North), Washington Park (East), and Martin Drive (South) neighborhoods.

Study Alternatives: The four alternatives evaluated in this Study may be revisited during the NEPA process. This could involve introducing new alternatives, modifying existing ones, or revising smaller elements of the study alternatives based on further evaluation.

Traffic Operations: Section 9.1.1 of this report and Section 6.2 of the Traffic Operations and Safety report in **Appendix F** note the Study's traffic operations limitations and outline next steps to address them. Future project phases will need to complete a more detailed traffic analyses and Intersection Control Evaluations (ICE), which may result in revisions to the current designs. Operational analyses should include both WIS 175 and adjacent corridors where increased traffic volumes are anticipated due to potential changes on WIS 175. Additionally, future analyses should also consider the impacts of possible development opportunities.

Safety: The Traffic Operations and Safety report in **Appendix F** acknowledges the limitations in studying the impacts of safety on all users. It analyzed existing safety conditions and compared them to historic rates using a traditional safety approach. Future safety designs should follow a Safe System design approach. Should this project move into the NEPA phase, roadway designs will be further developed to allow for a more quantitative safety analysis. This may include performing predictive safety analysis using the IHSDM or AASHTO and analyzing intersection safety improvements. The analysis should also include a qualitative evaluation of the Safe System design approach, in alignment with WisDOT, Milwaukee County, and Milwaukee's Vision Zero goals. Additionally, the safety evaluation should consider adjacent arterials; as traffic volumes divert to other streets, safety improvements may be necessary on those streets as well.

10.2. Future Public Involvement

The Study Team interacted with the community, neighborhoods, and community-based organizations throughout its duration. Building trust and relationships is necessary for future phases. Future phases should continue collaborating with community-based organizations to ensure all neighborhoods remain involved. Additionally, consistent engagement with stakeholders such as the Stadium District, Molson Coors, Harley Davidson, and SEWRPC should be maintained. It is also important to involve new stakeholders who were not engaged during the Study, including the railroads and the Olmsted Network. The Olmsted Network is a non-profit organization dedicated to championing the work and principles of Frederick Law Olmsted and the Olmsted firm. The Olmsted Network has an interest in Washington Park, which was designed by Fredrick Olmsted in 1891-92.

10.3. Roadway Jurisdiction

WisDOT holds jurisdiction of WIS 175 within the Study Limits, from the I-94 Stadium Interchange to Lisbon Avenue, as a State Trunk Highway. North of Lisbon Avenue, WIS 175 is under the City of Milwaukee's jurisdiction as a Connecting Highway, with state approval for its operations and maintenance. WisDOT has created a Jurisdictional Report, available in **Appendix H**, detailing possible future jurisdiction options for WIS 175. These options include maintaining the roadway by WisDOT as State Trunk Highway, converting it to a Connecting Highway, or transferring jurisdiction to local authorities (city or county). The report details the current and proposed conditions, limitations, priorities, and process steps. No specific recommendation was made, as multiple alternatives exist, each involving different system changes.

*WisDOT prepared a Jurisdictional Report as part of this Study, and it is included as **Appendix H – Jurisdictional Review Memorandum**.*

The Study Partners will need to evaluate whether transferring the roadway would be advantageous, which may influence decision-making during future phases.

10.4. Surplus Land

The alternatives evaluated in this Study, which may be included in a future NEPA phase, could result in surplus land. Specific details of surplus land could not be fully identified with the Study and will be further evaluated in future phases. Additional research on surplus land and existing deed restrictions will be conducted in the next phase. Any sale of surplus land would occur only after construction is complete.

If surplus land is identified, Wisconsin Statute 84.09 would guide the process for the sale or transfer of the land. The City of Milwaukee and Milwaukee County would oversee the development of potential surplus land through their policies and building codes. Land use and economic development reconnection concepts have been discussed with local agencies and neighborhood groups throughout the Study. A market study was performed for the City and County which identified opportunities and validated assumptions previously presented. The City of Milwaukee plans to incorporate elements of the WIS 175 Study and market analysis into its comprehensive plan.

10.5. Funding / Next Steps

This segment of WIS 175 is not funded for the next phase of study. WisDOT and its Study Partners need to secure funding for the project to move to the next step. It will be essential to collaborate with SEWRPC to amend the VISION 2050 plan so that the project can be included in the Transportation Improvement Program (TIP) listing.