Introduction

This study is a systemwide evaluation of the network of 270 miles of freeways in the seven county Southeastern Wisconsin Region, and will culminate in a plan providing recommendations for the reconstruction of the freeway system over the next three decades. The freeway system of Southeastern Wisconsin is an important element of the regional transportation system as the freeway system carries on an average weekday over one-third of all travel within Southeastern Wisconsin, and nearly all vehicle traffic travelling through Southeastern Wisconsin.

Much of the freeway system was built in the 1960s and early 1970s and is approaching the end of its 40- to 50-year design life, and will need to be reconstructed over the next 30 years. Consequently, decisions must be made at this time whether the freeway system should be rebuilt to modern design standards to address design and design-related safety problems, and also whether the freeway system should be rebuilt with additional lanes where traffic volumes warrant.

The study is being conducted by the Regional Planning Commission and is being guided by an Advisory Committee of elected and appointed local officials, representatives of Federal and State Departments of Transportation, the business and labor communities, and the Wisconsin Department of Natural Resources (see box on following page).

This newsletter, the fifth in a series of newsletters prepared under this study, describes and compares the alternatives for freeway system reconstruction considered under this study, and a preliminary recommended plan for freeway system reconstruction. Over the months of April through July 2002, comment and feedback will be gathered on the reconstruction alternatives and preliminary plan. A series of public informational meetings and hearings has been scheduled as one means of obtaining comment (see box at right). In addition, the preliminary plan and reconstruction alternatives will be presented to each of the seven county boards within Southeastern Wisconsin, as well as transmitted to each municipality and state legislator. Presentations will also be made to, and comment obtained from, business, community, and other groups. If your group would like a presentation on, or to comment on, the freeway reconstruction alternatives and the preliminary plan, please contact the Commission staff.

Background

The previous work under this study has been summarized in the previous four newsletters. These four newsletters are available on the study website (www.sewrpc.org/freewaystudy), along with all the materials developed under the study to date—including study report chapters, freeway system reconstruction alternative fact sheets, every PowerPoint presentation made to the Study Advisory Committee, and the minutes of their meetings.

STUDY PUBLIC INFORMATION MEETINGS AND HEARINGS

A series of public information meetings and hearings have been scheduled throughout the Region in May and June. The table below highlights the dates and locations of the upcoming meetings. Please mark these dates on your calendar. The first part of the meetings between 4:00 p.m. and 6:00 p.m. will be of an “open house” format and provide an opportunity to meet one-on-one or in small groups with study staff to receive additional information, ask questions, and provide feedback and input on the study, particularly the preliminary freeway system reconstruction plan. A presentation will be made by study staff at 6:00 p.m., followed at 6:30 p.m. by a public hearing providing a forum for public comment in “town hall” format.

<table>
<thead>
<tr>
<th>Date</th>
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<tr>
<td>May 8, 2002</td>
<td>Kenosha City Hall, Room 202, 625 52nd Street, Kenosha</td>
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<tr>
<td>May 9, 2002</td>
<td>Elkhorn Gateway Technical College, Room 112 - 100 Building, 400 County</td>
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<td>Highway H, Elkhorn</td>
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<td>May 15, 2002</td>
<td>Washington County Fair Park Pavilion, 3000 County Highway PV, Town of Polk</td>
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<td>May 16, 2002</td>
<td>Racine Gateway Technical College, Great Lakes</td>
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<td>Room - Racine Building, 1001 S. Main Street, Racine</td>
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<tr>
<td>May 22, 2002</td>
<td>Downtown Transit Center, Harbor Lights Room, 909 E. Michigan Street,</td>
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<td>Milwaukee</td>
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<td>May 23, 2002</td>
<td>Goodwill Industries Waukesha Community Center, East/West Conference</td>
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<tr>
<td></td>
<td>Room, 1400 Nike Drive, Waukesha</td>
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<td>May 29, 2002</td>
<td>Martin Luther King Community Center, 1531 W. Vliet Street, Milwaukee</td>
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<td>May 30, 2002</td>
<td>Northwest Senior Center, 7717 W. Good Hope Road, Milwaukee</td>
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<td>June 5, 2002</td>
<td>Manitoba Elementary School, Gymnasium, 4040 W. Forest Home Avenue,</td>
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<td>Milwaukee</td>
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<td>June 6, 2002</td>
<td>Ozaukee County Administration Center, Auditorium, 121 W. Main Street,</td>
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<td>Port Washington</td>
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The work completed earlier in the study and summarized in the previous four newsletters includes:

- The need for, and expected timing of, the reconstruction of the freeway system.
- The type and pattern of traffic on the freeway system.
- Existing freeway system design and safety problems.
- Historic and existing freeway system traffic congestion.
- Projected future freeway system traffic congestion. All projections of future freeway system traffic congestion—including for the rebuild-as-is and rebuild to modern design standards alternatives—were completed under the assumption that regional land use and transportation plans would be fully implemented, including “smart growth” land use development and redevelopment at regional and neighborhood levels, substantial improvement and expansion of public transit (an over 70 percent expansion of public transit service, including potential light rail and commuter rail systems), continued planned improvement and expansion of the surface arterial street system, and implementation of travel demand management and transportation system management measures. The forecasts of traffic congestion were prepared in this manner, as it was expected that some would suggest that better land use development, expanded public transit, improved surface streets, and travel demand management and transportation systems management were alternatives to additional freeway lanes in addressing traffic congestion.

A vision was proposed for the regional freeway system identifying the goals and objectives for freeway system reconstruction. The key components of this vision include:

- Improve traffic safety by addressing freeway design and safety problems.
- Avoid a substantial increase in future freeway traffic congestion and reduce the extent, severity, and duration of existing congestion.
- Provide the capacity and accessibility to serve existing and future needs.
- Assure that the reconstructed freeway system is compatible with, and will promote the development of, a desirable regional land use pattern.
- Minimize negative impacts and costs while meeting other objectives.

A series of public informational meetings was held during the months of July and August 2001 to provide the public an early opportunity to ask questions, to provide study input, and to provide information about the work of the study completed at that point—need for reconstruction; design, safety, and congestion problems; proposed vision for reconstruction; and the alternatives proposed for design and evaluation.

### Consideration of Freeway System Reconstruction Alternatives and Development of a Preliminary Recommended Plan

The Advisory Committee considered the options for potential future reconstruction of the freeway system beginning with the alternative of rebuilding the freeway system “as-is,” followed by rebuilding the freeway system to modern design standards, and lastly rebuilding the freeway system with additional lanes as well as to modern design standards.

#### Replace-in-Kind

The freeway system would be rebuilt as it currently exists under this reconstruction alternative, with no improvements to address existing and future design, safety, and congestion problems. The following are key facts regarding this alternative:

- Estimated construction cost of $3.4 billion, or $112 million annually over the next 30 years (year 2000 dollars).
- No additional right-of-way required.
Traffic congestion would increase significantly from 65 miles, or 24 percent of the freeway system affected by congestion on an average weekday in 1999, to 122 miles, or 44 percent of the freeway system in the year 2020. In addition, the extent of the freeway system which may be affected by extreme or severe traffic congestion may be expected to increase from 53 miles, or 20 percent of the freeway system in 1999, to 76 miles, or 28 percent of the system in the year 2020. (Even with the implementation of “smart” land use growth, significantly improved and expanded public transit, and continued improvement of surface arterials.)

Increased safety problems expected due to the failure to address design deficiencies and increased traffic congestion.

Reconstruction under this alternative may be expected to lead to an increasingly unsafe and unreliable freeway system.

Reconstruction to Modern Design Standards

The Advisory Committee then considered the alternative of reconstructing the freeway system to modern design standards. This alternative includes improvements necessary to address the existing design and design-related safety problems of the freeway system, including design improvements to freeway-to-freeway interchanges, freeway-to-surface street interchanges, and the freeway mainline. (see improvements listed in the box at the top of this page).

The following are key facts regarding this alternative:

- Estimated construction cost of $5.5 billion, or $184 million annually over the next 30 years. This represents a $2.1 billion, or 64 percent increase over the replace-in-kind alternative (year 2000 dollars).
- The right-of-way required includes 577 acres of land, 166 residential relocations, 23 commercial/industrial buildings, and two governmental/institutional buildings. These right-of-way acquisition needs represent a 5 percent expansion of total freeway system right-of-way, and amount to an additional 0.03 percent of the Region to be dedicated for freeway purposes. Over 50 percent of the identified necessary land for right-of-way and relocation of commercial/industrial buildings has already been approved through preliminary engineering and environmental assessment—IH 94 in Kenosha and Racine Counties and the Marquette Interchange in Milwaukee County.
- Reconstruction under this alternative would require right-of-way expansion into 68 acres of primary environmental corridors, including 29 acres of wetlands, and another nine acres of wetlands located outside the primary environmental corridors. The required land would represent 0.02 percent of the Region’s primary environmental corridors and 0.01 percent of the Region’s wetlands. Over 65 percent of the right-of-way expansion into the Region’s primary environmental corridors and wetlands would occur along IH 94 in Kenosha and Racine Counties, where the attendant additional right-of-way has already been approved through preliminary engineering and environmental assessment. Any wetland loss may be expected to be mitigated through standard State processes.
- Safety improvements would be achieved due to reductions in the need for lane changing, easier merging maneuvers, increased stopping and decision sight distances, improved interchange entrances and exists, and provision of full inside and outside shoulders.

Rebuilding the freeway system only with design and design-related safety improvements may not be expected to permit avoiding a significant increase in freeway system traffic congestion. Only a minor improvement in the severity of congestion projected under the replace-in-kind freeway alternative may be expected as the traffic-carrying capacity of the freeway system remains largely unchanged under this alternative (see chart above). As a result of the substantial increase in freeway system traffic congestion under this alternative, safety problems due to rear-end accidents may be expected to substantially increase. Rear-end accident rates are five to 15 times greater on congested freeway segments, with the highest rates on the most extremely congested freeways. On congested freeways, rear-end accidents account for 40 to 70 percent of all freeway accidents.

Travel time reliability may be expected to decrease during peak travel periods, and increasingly during off-peak travel periods. As the level of traffic congestion increases on the freeway system, the potential will
increase for greater variation in traffic congestion delay and travel times, and for the occurrence of significantly longer than average trip travel times.

- The total traffic delay on an average weekday on the regional freeway system is expected to more than double by the year 2020 from the amount of delay on an average weekday currently experienced on the freeway system, increasing by about 130 percent, from 11,500 hours in 1999 to 26,200 hours in 2020.

**Reconstruction to Modern Design Standards and with Additional Lanes**

The Advisory Committee then considered an alternative which would include all of the design and design-related safety improvements included in the previous alternative to reconstruct the freeway to modern design standards, and additional lanes on approximately 127 miles of the freeway system (see map on the next page). These 127 miles of freeway have existing and/or future traffic congestion problems.

The following are key facts regarding this alternative:

- Estimated construction cost of $6.2 billion, or $208 million annually over the next 30 years. This represents a $700 million, or 13 percent, increase over the alternative with design and design-related safety improvements only (year 2000 dollars).

- Right-of-way acquisitions would be required in addition to that required for design and design-related safety improvements, including 81 acres of land, 50 residences, eight commercial/industrial buildings, and one governmental/institutional building (about a 1 percent expansion of freeway right-of-way and less than an additional 0.01 percent of the Region to be dedicated for the freeway system).

- Reconstruction of the regional freeway system with additional lanes would require the acquisition of an estimated seven acres of primary environmental corridor including four acres of wetlands and another one acre of isolated wetlands in addition to the requirements related to design and design-related safety improvements. This represents the additional potential conversion of 0.002 percent of the Region’s primary environmental corridors and 0.001 percent of the Region’s wetlands to freeway right-of-way.

- Under this alternative, freeway system traffic congestion may be expected to be substantially reduced from 122 miles of freeways, or 44 percent of the freeway system affected by congestion on an average weekday in 2020 without additional lanes, to 58 miles, or 21 percent of the freeway system in the year 2020 with additional lanes. In addition, the extent of the freeway system which may be affected by extreme or severe traffic congestion may be expected to be reduced from 73 miles, or 26 percent of the freeway system in the year 2020 without additional lanes, to 43 miles, or 16 percent of the system in the year 2020 with additional lanes (see chart at left).

- By avoiding a significant increase in freeway system traffic congestion—a modest decrease compared to existing congesting levels—reconstruction of the freeway system with additional lanes may be expected to permit avoiding further declines in travel time reliability during peak and off-peak travel periods.

- The total traffic delay on the freeway system on an average weekday may also be expected to be significantly less if the freeway system is rebuilt with additional lanes compared to if it is rebuilt without additional lanes. Even if the regional freeway system is rebuilt with additional lanes, the amount of delay is expected to increase by about 18 percent, from 11,500 vehicle-hours in 1999 to 13,600 hours in the year 2020 on an average weekday, with this increase largely due to a greater number of vehicles using the freeway system at similar levels of congestion as in 1999. However, if the freeway system is not built with additional lanes, the amount of delay on an average weekday may also be expected to be more than double by 2020.

- The additional lanes are also expected to improve traffic safety on the freeway system, as certain types of crashes, such as rear-end collisions, are five to 15 times more likely to occur on congested freeways.

- Expansion of freeway traffic carrying capacity with additional traffic lanes may be expected to result in a reduction in future traffic which may otherwise be expected to be carried on surface arterials—about 1.4 million vehicle-miles of travel on an average weekday in 2020, or about a 5 percent reduction in total surface arterial traffic. Selected surface streets would experience traffic volume reductions ranging from 1,000 to 9,000 vehicles per weekday.

- Additional lanes are expected to have a negligible impact on air pollutant emissions and fuel consumption because the same level of total vehicle travel is forecast...
for the Region whether additional freeway lanes are provided or not. Air pollutant emissions from transportation—including volatile organic compounds (VOC) and nitrogen oxides (NOX), the principal precursors to ozone—have substantially declined over the last decade, and are projected to continue to decline, principally due to new motor vehicle standards. Over the last decade, VOC emissions have declined about 64 percent, and NOX emissions have declined about 5 percent. By the year 2020, VOC emissions are forecast to decline an additional 64 percent, and NOX emissions are forecast to decline an additional 60 percent, compared to current levels.

- The proposed additional lanes are not expected to have a significant impact on land use patterns because the levels of congestion in the year 2020 are expected to be about the same as existing levels, and transportation is considered neither a principal nor significant cause of urban decentralization compared to rising affluence, cost of living, schools, and environmental amenities.

- The proposed additional lanes should not induce more travel principally because adding freeway lanes is expected to result in levels of congestion in the year 2020 that are about the same as current levels of congestion.

Other Alternatives with Additional Lanes

Some of the Advisory Committee members from the City of Milwaukee and Milwaukee County and their staffs requested that consideration be given to not widening IH 94 between the Marquette and Zoo Interchanges, and to not widening IH 43 between the Mitchell Interchange and Bender Road, and to reduce the widening on IH 43 between Bender Road and Brown Deer Road to six, rather than eight, lanes. Therefore, two subalternatives to the full proposed 127 miles of freeway widening were evaluated and compared.

The first subalternative included 121 miles of freeway widening: all proposed freeway widening except on IH 94 between the Zoo and Marquette Interchanges. The second subalternative included 108 miles of freeway widening: all proposed freeway widening except that segment of IH 94 and of IH 43 between the Mitchell Interchange and Bender Road and with reduced widening from eight to six lanes on IH 43 between Bender and Brown Deer Roads. Each subalternative, like the alternative with the full 127 miles of additional lanes, would include rebuilding to modern design standards and include the design and design-related safety improvements described earlier in this newsletter.

The following are key facts concerning the alternative with 121 miles of freeway widening:

- Estimated construction cost of $6.16 billion, a $90 million, or a little more than a 1 percent reduction compared to the estimated construction cost of $6.25 billion under alternative with the full 127 miles of additional lanes (year 2000 dollars).

- Right-of-way acquisitions would be reduced by 22 acres of land, 18 residences (south of IH 94 between S. 70th and S. 76th Streets), and five commercial/industrial buildings (south of IH 94 between N. 30th and N. 13th Streets) compared to the alternative with the full 127 miles of additional lanes.

- The reconstruction of IH 94 between Mitchell Boulevard and Hawley Road (where Wood National Cemetery and other cemeteries are located adjacent to the freeway) can be accomplished without relocating or disturbing any graves. With or without additional lanes, the elevation of the westbound lanes of IH 94 between Mitchell Boulevard and Hawley Road to overlap the eastbound lanes and the cemeteries to the north by up to 25 feet will be required if grave disturbance is to be avoided and modern design standards are to be met (including safety shoulders). The map on page 6 displays the location of the westbound lanes of IH 94 that would be elevated. Two perspectives were developed that display how that freeway segment appears today and how it would appear following reconstruction with the proposed elevated westbound lanes of IH 94. Those perspectives are included on page 7 of this newsletter.

- The traffic congestion in the year 2020 on IH 94 between the Zoo and Marquette Interchanges would be increased if this freeway were rebuilt without additional lanes compared to if it is rebuilt with additional lanes. Without additional lanes, 16 hours of congestion are expected on an average weekday in the year 2020 (including four hours of extreme congestion), but with additional lanes,
13 hours of congestion would be expected (including two hours of extreme congestion).

- The peak hour travel time on IH 43 between the Zoo and Marquette Interchanges in the year 2020 would be five minutes longer without additional lanes than if the freeway segment is reconstructed with additional lanes—19 minutes without additional lanes, 14 minutes with additional lanes.

- Reconstruction of this freeway segment without additional lanes would result in additional traffic on surface arterial streets, including approximately 3,000 to 4,500 vehicles per average weekday on Wisconsin Avenue and approximately 1,000 to 3,000 vehicles per average weekday on Greenfield Avenue, St. Paul Avenue, Lisbon Avenue, and 27th Street.

- Increased traffic congestion without additional lanes may be expected to result in reduced reliability of travel time and increased congestion-related safety problems, related to rear-end collisions.

- While not widening this freeway segment would affect the traffic congestion on this freeway segment, minimal effects including traffic diversion and traffic congestion and delay would be expected on the remainder of the freeway system.

The following are key facts concerning the alternative with 108 miles of freeway widening:

- Estimated construction cost of $5.99 billion, a $260 million, or 4 percent reduction compared to the estimated construction cost of $6.25 billion under alternative with the full 127 miles of additional lanes (year 2000 dollars).

- Right-of-way acquisitions would be reduced by 46 acres of land, 36 residences, eight commercial/industrial buildings, and one governmental/institutional building compared to the alternative with the full 127 miles of additional lanes.

  - IH 94 segment—22 fewer acres, 18 fewer residences (south of IH 94 between S. 70th and S. 76th Streets), and five fewer commercial/industrial buildings (south of IH 94 between N. 30th and N. 13th Streets).

  - IH 43 segment—24 fewer acres, 18 fewer residences (three at W. North Avenue and 15 between Bender and Brown Deer Roads), three fewer commercial/industrial buildings between Bender and Green Tree Roads, and the Milwaukee County Courthouse Annex.

- The traffic congestion on IH 43 between the Mitchell Interchange and Brown Deer Road would be increased under this alternative compared to under the alternative with the full 127 miles of freeway widening. Expected year 2020 average weekday congestion levels are as follows:

  - Between the Mitchell and Marquette Interchanges on IH 43 and IH 94—without additional lanes, 11 hours of congestion, including two hours of which extreme congestion; with additional lanes, four hours of congestion, including no extreme congestion.

  - Between the Marquette Interchange and Brown Deer Road on IH 43—without additional lanes, six hours of congestion, one of which would be extreme congestion; with additional lanes, four hours of congestion, including no extreme congestion.

  - Between the Bender and Good Hope Roads on IH 43—with widening to six lanes, three hours of congestion, including one hour of severe congestion; with widening to eight lanes, no congestion is expected.

  - Between Good Hope and Brown Deer Roads on IH 43—with widening to six lanes, one hour of congestion, including no extreme or severe congestion; with widening to eight lanes, no congestion is expected.

- The peak hour travel times in the year 2020 would be longer on IH 43 between the Mitchell and Marquette Interchanges and on IH 43 between the Marquette Interchange and Brown Deer Road under this alternative compared to the alternative with the full 127 miles of freeway widening. Expected year 2020 average weekday peak hour travel time are expected as follows:

  - Between the Mitchell and Marquette Interchanges on IH 43—12 minutes without additional lanes; nine minutes with additional lanes.

  - Between the Marquette Interchange and Brown Deer Road on IH 43—17 minutes without additional lanes between the Marquette Interchange and Bender Road and reduced widening between Bender and Brown Deer Roads; 13 minutes with all proposed additional lanes.

  - Reconstruction without additional lanes would result in additional traffic on surface arterial streets, including approximately 3,000 to 4,500 vehicles per average weekday on Wisconsin Avenue and approximately 1,000 to 3,000 vehicles per average weekday on Greenfield Avenue, St. Paul Avenue, Lisbon Avenue, 27th Street, Fond du Lac Avenue, Capitol Drive,
National Avenue, Forest Home Avenue, Howell Avenue, Lincoln Memorial Drive, Port Washington Road, and 43rd Street.

- Increased traffic congestion without additional lanes may be expected to result in reduced reliability of travel time and increased congestion-related safety problems related to rear-end collisions.
- While not widening these freeway segments would affect the traffic congestion on these freeway segments, minimal effects including traffic diversion and traffic congestion and delay would be expected on the remainder of the freeway system.

**Preliminary Freeway System Reconstruction Plan**

After considering and comparing the costs, benefits, and impacts of the freeway system reconstruction alternatives, the recommendations of the Advisory Committee for incorporation into a preliminary plan for the reconstruction of the Southeastern Wisconsin freeway system were as follows:

- The freeway system should be fully rebuilt to meet modern design standards entailing systemwide design and design-related safety improvements.

- The freeway system should be rebuilt with additional lanes on the full 127 miles of freeway as proposed.

This preliminary plan is the freeway system reconstruction alternative as described on pages 4 and 5 of this newsletter. The purpose of the preliminary plan is to promote public review and discussion of its recommendations, and to permit the public comment to shape a final plan of recommendations for freeway system reconstruction.

The Advisory Committee preliminary recommendation with respect to additional lanes was not unanimous, and was not made without substantial discussion and expression of concerns and opposition. City of Milwaukee Mayor John O. Norquist registered his opposition to any freeway widening. The Wisconsin Department of Natural Resources through a position paper noted their support for widening only on the most congested freeway segments: IH 94 between the Marquette Interchange and Barker Road, IH 43 between the Mitchell Interchange and Brown Deer Road, IH 894 between the Mitchell and Zoo Interchanges, USH 45 between the Zoo Interchange and Mill Road, IH 94 between the Mitchell
Interchange and Rawson Avenue, and IH 43 between the Hale Interchange and STH 100. Interim Milwaukee County Executive Janine Geske abstained from the Advisory Committee vote regarding additional lanes, noting that her position was an interim, and not a policymaking, position. Additionally, while approving the inclusion of the proposed widening of IH 94 between the Zoo and Marquette Interchanges in the preliminary plan for the purpose of public discussion—Milwaukee County Board Chairman Karen Ordinans noted her opposition to the widening, and City of Wauwatosa Mayor Theresa Estness and Milwaukee Metropolitan Association of Commerce President Tim Sheehy expressed substantial concerns.

Next Steps in the Study Process
The completion of a preliminary recommended plan means that comments and feedback on that plan and the alternatives considered will now be solicited through public informational meetings and hearings. (see announcement of public meetings and hearings in the box on the first page of this newsletter). Formal review and comment on the preliminary plan will also be solicited from each county board and executive. The preliminary plan and alternatives considered will also be transmitted to municipalities and State legislators for their review and comment. Presentations will be made to, and comment obtained from business, community, and other groups. If your group would like a presentation and/or opportunity to comment, please contact the Commission staff.

Following the period of review and comment, the Advisory Committee will consider the comments made and formulate a final recommended plan to be formally considered by the county boards of each county within the Southeastern Wisconsin Region. Following action by the county boards, the Regional Planning Commission will give formal consideration to the actions of the counties and make a final set of recommendations to the Secretary of the Wisconsin Department of Transportation.

Additional Information
An electronic version of each issue of the study newsletter, report chapters, meeting minutes, public meeting notices, and all other project materials are available at www.sewrpc.org/freewaystudy.

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