

ENVIRONMENTAL EVALUATION OF FACILITIES DEVELOPMENT ACTIONS

Wisconsin Department of Transportation

Basic Sheet 1

Project ID 1113-00-00	Project Termini From: US 41/I-94 Interchange (1.0 mile south of the Wisconsin/Illinois state line) To: US 41/I-43 Interchange (Green Bay)	Funding Sources - Check all that apply <input checked="" type="checkbox"/> Federal <input checked="" type="checkbox"/> State <input type="checkbox"/> Local								
Route Designation (if applicable) National Highway System (NHS) Route <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	Nearest Community Kenosha, Racine, Milwaukee, Fond du Lac, Oshkosh, Neenah, Appleton, Green Bay	Estimated Project Cost \$9.1 million (2014 dollars) Real Estate Acquisition Portion of Estimated Cost \$0								
Project Name US 41 Interstate Conversion Study		Right of Way Acquisition <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th></th> <th style="text-align: center;">Acres</th> </tr> </thead> <tbody> <tr> <td>Fee</td> <td style="text-align: center;">0</td> </tr> <tr> <td>TLE</td> <td style="text-align: center;">0</td> </tr> <tr> <td>PLE</td> <td style="text-align: center;">0</td> </tr> </tbody> </table>		Acres	Fee	0	TLE	0	PLE	0
	Acres									
Fee	0									
TLE	0									
PLE	0									
County Kenosha, Racine, Milwaukee, Waukesha, Washington, Dodge, Fond du Lac, Winnebago, Outagamie, and Brown	Section-Township-Range									
Bridge Number(s), if applicable	Scheduled start date (Operational Planning Meeting (OPM), or specify other) June 15, 2007 (contract approval) Fall 2014 (install Interstate signs)									

Functional Classification of Existing Route	Urban	Rural
Freeway/Expressway	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Principal Arterial	<input type="checkbox"/>	<input type="checkbox"/>
Minor Arterial	<input type="checkbox"/>	<input type="checkbox"/>
Major Collector	<input type="checkbox"/>	<input type="checkbox"/>
Minor Collector	<input type="checkbox"/>	<input type="checkbox"/>
Collector	<input type="checkbox"/>	<input type="checkbox"/>
Local	<input type="checkbox"/>	<input type="checkbox"/>
No Functional Class	<input type="checkbox"/>	<input type="checkbox"/>

WisDOT Project Classification	Yes
Resurfacing	<input type="checkbox"/>
Pavement Replacement	<input type="checkbox"/>
Reconditioning	<input type="checkbox"/>
Expansion	<input type="checkbox"/>
Bridge Rehabilitation	<input type="checkbox"/>
Bridge Replacement	<input type="checkbox"/>
A "Majors" Project	<input type="checkbox"/>
SHRM	<input type="checkbox"/>
Preventive Maintenance	<input type="checkbox"/>
Safety	<input type="checkbox"/>
Other, Describe: Interstate Conversion	<input checked="" type="checkbox"/>

- FHWA Draft Categorical Exclusion, Draft Type 2c, No significant impacts indicated by initial assessment
 FHWA Final Categorical Exclusion, Type 2c, No significant impacts will occur
 FHWA Environmental Assessment, Type 3, No significant impacts indicated by initial assessment

Preparer: San Diego / CTBM HELL 8/8/13

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(Signature) (Date) (Title)

- FHWA FAA FTA FRA

After reviewing and addressing substantive public comments, updating the Preliminary Categorical Exclusion or Environmental Assessment (EA), and coordinating with other agencies, it is determined that this action:

- Will not significantly affect the quality of the human environment. This document is a Final Categorical Exclusion (Type 2c).
 Will not significantly affect the quality of the human environment. This document is a Finding of No Significant Impact (FONSI).
 Has potential to significantly affect the quality of the human environment. Environmental Impact Statement (EIS) required.

Preparer:

(Signature) (Company/Org.) (Date) (Title)

(Signature) (Date) (Title)
(Director, Bureau of Technical Services)

(Signature) (Date) (Title)

(Signature) (Date) (Title)

- Region Aeronautics Rails & Harbors

- FHWA FAA FTA FRA

Project Location

Project I.D. 1113-00-00
US 41 Interstate Conversion Study



LEGEND

- Proposed Interstate conversion and newly designated I-41 route
- Proposed I-41 signing added to existing Interstate (Designated I-41)
- US 41 Not included in the designated interstate route



Executive Summary

Description of the Proposed Action

The Wisconsin Department of Transportation (WisDOT), in consultation with the Federal Highway Administration (FHWA), is studying alternatives to convert United States Highway 41 (US 41) from a non-Interstate freeway on the National Highway System (NHS) to an Interstate Highway between the Zoo Interchange on Interstate 94 (I-94/I-894) in Milwaukee and the US 41/I-43 interchange in Green Bay. The overall study corridor extends through Kenosha, Racine, Milwaukee, Waukesha, Washington, Dodge, Fond du Lac, Winnebago, Outagamie, and Brown counties. See project location map on previous page. As a result, WisDOT and FHWA have limited the proposed action in this environmental document to the following:

- Consider the broad costs and benefits of Interstate conversion.
- Evaluate the impacts of signing US 41 between Milwaukee and Green Bay with an Interstate route number and changing the designation of other segments of the study corridor.
- Determine the construction impacts of installing Interstate signing and other minor improvements along the study corridor.

Based on the results of the evaluation, WisDOT will determine whether to convert US 41 to an Interstate Highway.

Purpose of and Need for the Project

The purpose of the proposed action is to enhance and accelerate economic development by converting the US 41 corridor to an Interstate Highway and signing it thus. The need for the proposed action is based in part on economics and in part on meeting the intent of the previous federal surface transportation law which identified the US 41 corridor a high priority corridor on the NHS and designated it a future Interstate route. Congress made the high priority corridor designation based on the importance of the route in serving regional, national, and international freight and vehicle movements.

Section 1, Purpose of and Need for the Proposed Action, discusses these factors in detail. The purpose of and need for the proposed improvements sets the stage for developing and evaluating the alternatives presented in Section 2.

Alternatives

This study differs from WisDOT studies that address safety and capacity deficiencies by physically changing the footprint of a roadway. Evaluating changes to a roadway's designation without changing its footprint leads to a range of alternatives that have fewer impacts to natural resources and the built environment than capacity expansion and safety projects. The initial range of alternatives considered includes the following:

- **No-Build Alternative**—For the purposes of this document, the No-Build Alternative is referred to as the No Interstate Designation Alternative. The No Interstate Designation Alternative would maintain the US Highway status of US 41. Future improvements to US 41 with the No Interstate Designation Alternative, which are not evaluated in this document, would occur as identified in WisDOT's Six-Year Program.
- **Interstate Designation Alternative (with Overweight Grandfathering Legislation)**—This alternative, referred to as the "Interstate Designation Alternative" in the remainder of the document, would designate US 41 as I-41 from the US 41/I-94 interchange south of the Wisconsin/Illinois state line. The route would continue north concurrently with I-94 to the Mitchell Interchange, then northwesterly concurrent with I-894 to the Zoo Interchange. From the Zoo Interchange, the route would extend north along US 45 and US 41 through Fond du Lac, the Fox Valley, and Green Bay and end at the I-43 interchange. The Interstate Designation Alternative would require re-signing the length of the newly designated Interstate and other minor improvements. Installing signs along the newly designated Interstate and segments of the existing Interstate may begin in

2014. Federal legislation (referred to as “grandfathering” in this document) is being developed that would allow oversize/overweight trucks currently authorized to operate on US 41 to use I-41. The maximum gross vehicle weight allowed on Interstates is generally 80,000 pounds. Currently on US 41, trucks hauling certain commodities are authorized by Wisconsin law to haul loads of more than 80,000 pounds. The proposed grandfathering legislation would only allow overweight trucks currently authorized by existing Wisconsin statutes or permits to continue using the future Interstate.

- **Partial Interstate Designation Alternative**—This alternative would have its northern terminus at the US 41/US 151 interchange in Fond du Lac but otherwise have the same features as the Interstate Designation Alternative. The Partial Interstate Designation Alternative would reduce the length of conversion, thereby lessening the potential impact of the federal weight restrictions on Interstate roadways on trucking firms and the industries they serve.
- **Out-of-State Interstate Designation Alternative**—WisDOT investigated the potential of selecting an Interstate route number already applied to an Interstate Highway in the Chicago area. Route designations I-55 and I-57 are examples of Out-of-State Interstate Designation Alternatives that would have allowed the extension of the Interstate Highway System in Wisconsin into Illinois and beyond.
- **Interstate Designation Alternative (without Overweight Grandfathering Legislation)**—This alternative would be the same as the previously mentioned Interstate Designation Alternative except that WisDOT would pursue Interstate conversion without Congress passing overweight grandfathering legislation. With this alternative, trucks using the future Interstate would be subject to the Interstate’s 80,000 pound maximum gross vehicle weight without exception. Trucks currently hauling over 80,000 pounds on US 41 would either have to make additional trips hauling less weight or use the state trunk highway system rather than the Interstate. This alternative would have economic, community, transportation and natural resource impacts not associated with the Interstate Designation Alternative (with Overweight Grandfathering Legislation). These impacts would likely negate the economic development benefits associated with Interstate conversion that are a key to the project’s purpose and need.

Document Type

In the summer of 2007, WisDOT and FHWA began the US 41 Interstate Conversion Study. At that time, both agencies determined a tiered environmental impact statement (EIS) was the appropriate document type because of uncertainty about the project’s potential impacts and the level of controversy. WisDOT and FHWA determined that three impact categories associated with Interstate conversion could result in significant impacts. The three impact categories evaluated included:

- Potentially significant direct human impacts caused by:
 - the Interstate’s more restrictive oversize/ overweight (OSOW) regulations
 - the Interstate’s more restrictive off-property outdoor advertising regulations
 - the change in route number and potential changes to exit numbers
- Potentially significant indirect and cumulative impacts
- Future improvement projects required to bring US 41 up to Interstate standards

The original intent was that the Tier 1 document would focus on broad issues (convert to Interstate or not), and the Tier 2 documents would focus on the direct impacts of improving US 41 features that do not meet Interstate standards, associated cost, and mitigation measures.

WisDOT has since developed a clearer understanding about the range and significance of the project’s potential impacts noted above and the reactions of the business community, the trucking industry, the outdoor advertising industry, and the public to the project. After the project team evaluated the range of the project’s potential impacts, WisDOT concluded that the project would not have significant impact and that, in general, the outreach completed has shown that the public supports the project and there is little controversy. In addition, WisDOT evaluated the 36 future projects required to bring US 41 up to Interstate standards (Section 3.3 and Appendix B).

Six of the projects were already under development based on other needs and either had an environmental report (ER) under way or a signed ER. The six projects do not have significant impacts as evidenced by the use of an ER as the environmental document. WisDOT determined the remaining 30 proposed projects will have a low likelihood of significant environmental impact, based on past project experience and review of potential impacts using the project's GIS database.

Because conversion of US 41 to an Interstate would not have significant impacts, WisDOT and FHWA agreed to change the environmental document type from a tiered EIS to an environmental report (ER). An ER is appropriate for projects that have minor environmental impacts rather than significant impacts. It should be noted that Interstate conversion is supported by the public and by participating and cooperating local, state, and federal agencies. The memorandum that describes in greater detail the reasons that the environmental document type changed is found on the CD at the back of this document. FHWA's approval of the change in environmental document type to an environmental report is found in Appendix A (page 19).

Format

This document uses a narrative format typical of an EIS because it is better suited to evaluating the atypical impact categories associated with Interstate conversion than the question and answer format normally used in ERs. The potential impacts of converting US 41 to an Interstate, which would involve changing signs along the project corridor and other minor improvements, would be associated mainly with outdoor advertising and oversized and overweight vehicles. The question and answer format normally used in ERs is designed to succinctly describe impacts to a range of resource topics, such as wetlands, streams, protected species, and residential/commercial displacements. These resources would not be affected by Interstate conversion.

The document comprises four sections:

- Section 1, Purpose of and Need for the Proposed Action
- Section 2, Alternatives
- Section 3, Affected Environment and Impacts
- Section 4, Public Involvement and Agency Coordination

Within each section, the applicable questions from the ER's normal format will be addressed in the narrative format.

Study Area Highway Guide

This document contains numerous references to Interstate conversion and Interstate designation. When the text refers generally to the process of changing the status of US 41 from a US Highway to an Interstate, these terms are used interchangeably. However, in certain locations, the text draws a distinction between the portion of the US 41 corridor north of the Zoo Interchange that will be "converted" to an Interstate and the portion of the corridor south of the Zoo Interchange that is already "designated" an Interstate.

This document also contains numerous references to the US 41 corridor and the Interstate conversion (or designation) corridor. Because US 41 runs concurrent with other highways within the study area and because a section of US 41 in the Milwaukee area is not part of the corridor being considered for Interstate designation, it is important to draw distinctions among the various segments of US 41 and the relationship of those segments to Interstate conversion. Exhibit ES-1 shows the interchanges mentioned in this subsection.

As used in this document:

- *US 41 corridor* refers to the route starting at the US 41/I-94 interchange roughly 1 mile south of the Wisconsin/Illinois state line and continuing north concurrently with I-94 to the Mitchell Interchange, then northwesterly concurrent with I-894 to the Zoo Interchange. From the Zoo Interchange, the route extends north along US 45 and US 41 through Fond du Lac, the Fox Valley, and Green Bay, and ends at the I-43 interchange.

- *Interstate designation corridor* refers to the route starting at the Zoo Interchange and extending north along US 45 and US 41 through Fond du Lac, the Fox Valley, and Green Bay, and ending at the I-43 interchange.

It should be noted that, as used in this document, the US 41 corridor does not include the segment of US 41 that is currently aligned with I-94/43 between the Mitchell and the Marquette Interchanges or the segment of I-94 between the Marquette and the Stadium Interchanges. Similarly, references to the US 41 corridor do not include the segment of Lisbon and Appleton Avenue (US 41) between the Stadium Interchange and the US 41/45/175 interchange. The US 41 designation along these segments would be relocated to align with the proposed I-41 route.

Exhibit ES-1 identifies the highway segments within the greater Milwaukee part of the project area and identifies whether the segments are part of the US 41 corridor, the Interstate designation corridor or neither of those corridors. Note that although US 45 is part of the US 41 corridor and the Interstate conversion corridor, this document makes no distinction between the US 41 and US 45 segments. The entire corridor is referred to as the US 41 corridor. It should also be noted that although the formal name for the Interstate System is the Dwight D. Eisenhower National System of Interstate and Defense Highways, this document uses more commonly known terms such as the Interstate Highway System, Interstate System, or simply the Interstate.



LEGEND

- Proposed Interstate conversion and newly designated I-41 route
- Proposed I-41 signing added to existing Interstate (Designated I-41)
- US 41 Not included in the designated interstate route



EXHIBIT ES-1
Highway Redesignations in
Milwaukee Area



Contents

Executive Summary	iii
Acronyms and Abbreviations.....	xi
1. Purpose of and Need for Action	1-1
1.1 Proposed Action	1-1
1.2 Purpose and Need	1-2
1.2.1 Economics.....	1-2
1.2.2 Project Status / Legislation	1-4
1.3 Traffic.....	1-5
2. Alternatives Considered	2-1
2.1 Introductionw	2-1
2.2 Interstate Route Numbering.....	2-1
2.3 Range of Alternatives.....	2-2
2.3.1 No Interstate Designation Alternative (Preferred Alternative without Overweight Grandfathering Legislation)	2-2
2.3.2 Interstate Designation Alternative (Preferred Alternative with Overweight Grandfathering Legislation)	2-3
2.4 Other Alternatives Considered	2-6
2.4.1 Partial Interstate Conversion Alternative	2-6
2.4.2 Out-of-State Interstate Conversion Alternative	2-7
2.4.3 Interstate Designation Alternative (without Overweight Grandfathering Legislation)	2-7
2.5 Identification of the Preferred Alternative.....	2-7
3. Existing Conditions, Impacts, and Mitigation	3-1
3.1 Indirect Effects.....	3-1
3.1.1 Background	3-1
3.1.2 Direct Impacts.....	3-3
3.1.3 Minimization and Mitigation Measures	3-5
3.2 Cumulative Effects	3-6
3.2.1 Background	3-6
3.2.2 Direct Impacts.....	3-7
3.2.3 Minimization and Mitigation Measures	3-10
3.3 Future Improvement Projects	3-10
3.3.1 Existing Conditions.....	3-10
3.3.2 Direct Impacts.....	3-10
3.3.3 Minimization and Mitigation Measures	3-10
3.4 Oversize / Overweight Vehicles.....	3-11
3.4.1 Existing Conditions.....	3-11
3.4.2 Number of Overweight Vehicles in the Study Corridor.....	3-11
3.4.3 Proposed Grandfathering Legislation	3-12
3.4.4 Direct Impacts.....	3-12
3.4.5 Minimization and Mitigation Measures	3-12
3.5 Outdoor Advertising	3-12
3.5.1 Existing Conditions.....	3-12
3.5.2 Direct Impacts.....	3-13
3.5.3 Minimization and Mitigation Measures	3-14
3.6 General Economics	3-14

3.6.1 Existing Conditions..... 3-14

3.6.2 Direct Impacts..... 3-14

3.6.3 Minimization and Mitigation Measures 3-15

3.7 Business 3-15

3.7.1 Existing Conditions..... 3-15

3.7.2 Direct Impacts..... 3-15

3.7.3 Minimization and Mitigation Measures 3-15

3.8 Agriculture 3-15

3.8.1 Existing Conditions..... 3-15

3.8.2 Direct Impacts..... 3-16

3.8.3 Minimization and Mitigation Measures 3-16

3.9 Community/Residential 3-16

3.9.1 Existing Conditions..... 3-16

3.9.2 Direct Impacts..... 3-17

3.9.3 Minimization and Mitigation Measures 3-17

3.10 Environmental Justice..... 3-17

3.10.1 Existing Conditions..... 3-17

3.10.2 Direct Impacts..... 3-19

3.10.3 Minimization and Mitigation Measures 3-20

3.11 Historic Resources 3-20

3.11.1 Existing Conditions..... 3-20

3.11.2 Direct Impacts..... 3-21

3.11.3 Minimization and Mitigation Measures 3-21

3.12 Archaeological Sites..... 3-21

3.12.1 Existing Conditions..... 3-21

3.12.2 Direct Impacts..... 3-21

3.12.3 Minimization and Mitigation Measures 3-22

3.13 Section 4(f) and 6(f) or Other Unique Areas..... 3-22

3.13.1 Existing Conditions..... 3-22

3.13.2 Direct Impacts..... 3-22

3.13.3 Minimization and Mitigation Measures 3-22

3.14 Aesthetics 3-23

3.14.1 Existing Conditions..... 3-23

3.14.2 Direct Impacts..... 3-23

3.14.3 Minimization and Mitigation Measures 3-23

3.15 Wetlands..... 3-23

3.15.1 Existing Conditions..... 3-23

3.15.2 Direct Impacts..... 3-23

3.15.3 Minimization and Mitigation Measures 3-23

3.16 River, Streams and Floodplains 3-24

3.16.1 Existing Conditions..... 3-24

3.16.2 Direct Impacts..... 3-24

3.16.3 Minimization and Mitigation Measures 3-24

3.17 Lakes or Other Open Water..... 3-24

3.17.1 Existing Conditions..... 3-24

3.17.2 Direct Impacts..... 3-24

3.17.3 Minimization and Mitigation Measures 3-24

3.18 Groundwater, Wells, and Springs 3-24

3.18.1 Existing Conditions..... 3-24

3.18.2 Direct Impacts..... 3-25

3.18.3 Minimization and Mitigation Measures 3-25

3.19	Upland Wildlife and Habitat	3-25
3.19.1	Existing Conditions.....	3-25
3.19.2	Direct Impacts.....	3-25
3.19.3	Minimization and Mitigation Measures	3-25
3.20	Coastal Zones.....	3-25
3.20.1	Existing Conditions.....	3-25
3.20.2	Direct Impacts.....	3-25
3.20.3	Minimization and Mitigation Measures	3-26
3.21	Threatened and Endangered Species	3-26
3.21.1	Existing Conditions.....	3-26
3.21.2	Direct Impacts.....	3-26
3.21.3	Minimization and Mitigation Measures	3-26
3.22	Air Quality	3-26
3.22.1	Existing Conditions.....	3-26
3.22.2	Direct Impacts.....	3-26
3.22.3	Minimization and Mitigation Measures	3-27
3.23	Construction Stage Sound Quality.....	3-28
3.23.1	Direct Impacts.....	3-28
3.23.2	Minimization and Mitigation Measures	3-28
3.24	Traffic Noise	3-28
3.24.1	Existing Conditions.....	3-28
3.24.2	Direct Impacts.....	3-29
3.24.3	Minimization and Mitigation Measures	3-29
3.25	Hazardous Substances or Contamination.....	3-30
3.25.1	Existing Conditions.....	3-30
3.25.2	Direct Impacts.....	3-30
3.25.3	Minimization and Mitigation Measures	3-30
3.26	Stormwater	3-30
3.26.1	Direct Impacts.....	3-30
3.26.2	Minimization and Mitigation Measures	3-30
3.27	Erosion Control	3-30
3.27.1	Direct Impacts.....	3-30
3.27.2	Minimization and Mitigation Measures	3-31
4.	Community Involvement and Agency Coordination.....	4-1
4.1	Community Involvement	4-1
4.1.1	Public Information Meetings	4-1
4.1.2	News Releases and Project Website	4-3
4.1.3	Other Public Outreach Activities	4-3
4.2	Agency Coordination	4-4
4.2.1	23 U.S.C. 139 (Efficient Environmental Reviews for Project Decision-Making)	4-4
4.2.2	Identification of Cooperating and Participating Agencies.....	4-4
4.2.3	Agency Scoping Meeting, May 10, 2012	4-6
4.2.4	Agency Update Meeting, February 4, 2013.....	4-7
4.3	Coordination with Native American Tribes	4-8

Appendixes

- A Agency Correspondence
- B US 41 Improvement Projects
- C Technical Memorandums
- D Agencies Invited to Participate in the Study

Tables

3-1 US 41 Traffic Volumes Along Interstate Conversion Segment 3-11
 3-2 Existing Off Property Sign Status 3-13
 3-3 Off-Property Sign Status with Interstate Conversion 3-14
 3-4 Agricultural Statistics for Project-Area Counties 3-16
 3-5 Race and Ethnicity of Study Area Counties..... 3-18
 3-6 Poverty Rate in Study Area Counties 3-18
 3-7 Age in Study Area Counties 3-19
 3-8 National and Wisconsin Ambient Air Quality Standards 3-27
 3-9 Noise Level Criteria for Considering Noise Abatement 3-29
 4-1 May 2012 Public Information Meetings 4-1
 4-2 Interest Group Meetings 4-3
 4-3 Participating and Cooperating Agencies..... 4-5

Exhibits

ES-1 Highway Redesignations in Milwaukee Area
 1-1 Project Location Map
 1-2 U.S. Cities with Populations above 40,000 within 25 Miles of an Interstate Highway
 1-3 The Proximity of Metropolitan Statistical Areas to the Interstate System
 1-4 Midwest Context of US 41
 2-1 Sign Replacement at Typical Interchange
 3-1 Alternatives Comparison Matrix
 3-2 Environmental Commitments
 3-3 Indirect and Cumulative Effects Study Area
 3-4 Oversize/Overweight Freight Network
 3-5 Minority Population Concentration
 3-6 Hispanic or Latino Population Concentration
 3-7 Population Concentration of Individuals below Poverty Level
 3-8 Elderly (65+) Population Concentration

Supplementary Material on CD

- Coordination Plan for Agency and Public Involvement
 - April 2012
 - July 2013
- Impact Analysis Methodology
 - April 2012
 - July 2013
- Agency Meeting Documentation
 - May 2012 meeting
 - February 2013 meeting
- Environmental Document Type Memorandum
- Economic Impact Survey Summary (Fall 2011)
- Indirect and Cumulative Effects Analysis Report

Acronyms and Abbreviations

AADT	average annual daily traffic
AASHTO	American Association of State Highway Transportation Officials
ACS	Annual Corporate Survey
AIS	Agricultural Impact Statement
CFR	Code of Federal Regulations
DMV	Department of Motor Vehicles
DNR	Department of Natural Resources
DOT	Department of Transportation
EAA	Experimental Aircraft Association
EIS	environmental impact statement
ER	environmental report
FHWA	Federal Highway Administration
GIS	geographic information system
GPS	global positioning system
MAP-21	Moving Ahead for Progress in the 21st Century
MOA	Memorandum of Agreement
MPO	metropolitan planning organization
MSA	Metropolitan Statistical Area
NAAQS	National Ambient Air Quality Standards
NHS	National Highway System
NRHP	National Register of Historic Places
OASIS	Outdoor Advertising Sign Inventory System
PM _{2.5}	fine particulate matter
ROW	right-of-way
SAFETEA-LU	Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users
SEWRPC	Southeast Wisconsin Regional Planning Commission
TIP	Transportation Improvement Program
U.S.C.	United States Code
USEPA	United States Environmental Protection Agency
WisDOT	Wisconsin Department of Transportation

Purpose of and Need for Action

1.1 Proposed Action

WisDOT, in consultation with the FHWA, is studying alternatives to convert US 41 from a non-Interstate freeway on the NHS to an Interstate Highway between the Zoo Interchange on Interstate 94 (I-94/I-894) in Milwaukee and the US 41/I-43 interchange in Green Bay. The overall study corridor extends through Kenosha, Racine, Milwaukee, Waukesha, Washington, Dodge, Fond du Lac, Winnebago, Outagamie, and Brown counties (Exhibit 1-1). WisDOT and FHWA have limited the proposed action in this environmental document to the following:

- Consider the broad costs and benefits of Interstate conversion.
- Evaluate impacts of signing US 41 between Milwaukee and Green Bay with an Interstate route number and changing the designation of other segments of the study corridor.
- Determine the construction impacts of installing Interstate signing and other minor improvements along the study corridor.

Based on the evaluation results, WisDOT will determine whether to convert US 41 to an Interstate Highway.

In the previous federal surface transportation law known as *Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users* (SAFETEA-LU), the US 41 corridor is recommended for Interstate conversion and is defined as “United States Route 41 corridor between Interstate Route 94 via Interstate 894 and Highway 45 near Milwaukee and Interstate Route 43 near Green Bay in the State of Wisconsin.” For the purposes of this study, the project’s southern terminus is the US 41/I-94 interchange just south of the Wisconsin-Illinois state line where US 41 merges with I-94. Because the route from the south terminus to the Zoo Interchange along I-94 and I-894 is already an Interstate Highway, that area is not part of the conversion of US 41. However, it is part of the study area since it would be signed consistent with the numbering for the converted section of US 41.

The US 41/I-94 interchange at the south end of the project and the US 41/I-43 interchange at the north end are the study termini.¹ The termini are logical because they meet the requirements identified in FHWA 23 CFR 771.111(f), which require that an action:

- *Be of sufficient length to address environmental matters on a broad scope.* The 175-mile study corridor spans six Metropolitan Statistical Areas² (MSAs) and allows environmental and socio-economic effects to be evaluated on both a regional and state-wide level.
- *Have independent utility or independent significance; that is, be usable and be a reasonable expenditure, even if no additional transportation improvements in the area are made.* Converting US 41 to an Interstate Highway would link Wisconsin metropolitan areas and markets to the greater Chicago metropolitan area. The northern terminus of I-43 in Green Bay provides a connection to both an existing Interstate and a major metropolitan area. The southern terminus of the US 41/I-94 interchange marks the end of the Illinois Tollway, signifies the I-94 entrance into Wisconsin, and joins US 41 in Illinois to the I-94 corridor. This interchange links Wisconsin’s major urban areas served by US 41 with the Chicago metropolitan area through both I-94 and US 41.
- Not restrict consideration of alternatives for other reasonably foreseeable transportation improvements. Interstate designation and conversion within Wisconsin does not require, prompt, or preclude other Interstate redesignations or future highway improvements.

¹ The 43 miles between the US 41/I-94 Interchange and the Zoo Interchange already are an Interstate.

² Metropolitan statistical areas are geographic entities defined by the Office of Management and Budget for use by Federal statistical agencies in collecting, tabulating, and publishing Federal statistics. A metro area contains a core urban area of 50,000 or more population. Each metro area consists of one or more counties and includes the counties containing the core urban area, as well as any adjacent counties that have a high degree of social and economic integration (as measured by commuting to work) with the urban core (<http://www.census.gov/population/metro/>).

1.2 Purpose and Need

The purpose of the proposed action is to enhance and accelerate economic development by converting US 41 to an Interstate Highway and signing it as an Interstate. The need for the proposed action is based on a combination of economics and “project status and legislation,” as discussed below.

1.2.1 Economics

1.2.1.1 Background

US 41 from Milwaukee to Green Bay is a backbone route in Wisconsin’s Corridors 2030 State Highway Plan and part of the NHS. Backbone routes are critical to travel patterns and support the state’s economy. US 41 connects three of the four largest regional economies in Wisconsin—the Milwaukee-Racine-Waukesha Combined MSA, the Appleton-Oshkosh-Neenah Combined MSA, and the Green Bay MSA—and major metropolitan market areas in northern Illinois.

The 175-mile corridor carries 31,000 to 188,000 vehicles per day and is a major transportation arterial for eastern Wisconsin. Listed below are indicators of the importance of US 41 to Wisconsin’s economy and regional and national freight movements.

- Census 2010 data show over 50 communities within 10 counties along the 175-mile route, comprising 25 percent (over 1.4 million people) of the entire state population.
- The US 41 corridor serves manufacturing areas in the heart of Wisconsin. Manufacturing facilities typically represent significantly higher private investments and higher paying jobs; 2,614 manufacturers employing 123,233 persons are located in communities along the corridor, comprising 24 percent of total state manufacturers and 27 percent of total state manufacturing employment.³
- US 41 serves as one of the major highways supporting the regional shopping centers within the 10-county area; 11,337 retail establishments employing 139,988 workers were identified in communities along the corridor, comprising 23 percent of all state retail establishments and 25 percent of total retail employees in Wisconsin.⁴
- There are 2,470 wholesale trade establishments, employing 48,317 workers identified in communities along the corridor, comprising 24 percent and 31 percent of the statewide total, respectively.⁵
- The 10 counties in the project area account for over \$3.8 billion in tourism expenditures from visitors to the region. The 10 counties US 41 runs through therefore contributed 39 percent of the \$9.9 billion tourism dollars generated in the state in 2011.
- Approximately 51 industrial/office/commercial parks are located within 1 mile of the highway, covering about 9,762 acres.⁶
- WisDOT analysis of the location patterns of new and expanding manufacturing plants in the state revealed 779 new and expanded manufacturing plants located within 5 miles of US 41, with 24,748 employees between 1990 and 2001. This represents about 28 percent of the total locations of new expanded manufacturing plants and employees and 31 percent expanded manufacturing plants and employees during the period.
- According to WisDOT’s 2007 commodity flow database, almost 89 million truck tons of freight originated in the 10 counties along US 41. That accounts for almost 42 percent of Wisconsin’s originating truck tonnage. The commodities were valued at nearly \$228 billion. The main commodities originating in the corridor are freight bound for warehouse and distribution centers, stone, gravel, sand, grain, and paper.⁷

³ 2010 Data from ESRI Business Locations (using ReferenceUSAGov, a division of Infogroup, an Internet-based database).

⁴ Ibid.

⁵ Ibid.

⁶ Wisconsin DOT research and data provided by the former Wisconsin Department of Commerce.

⁷ TRANSEARCH data, provided by Global Insight.

- In 2007, more than 81 million truck tons of freight entered the 10 counties along US 41, accounting for 47 percent of the state’s terminating truck tonnage. The commodities were valued at over \$268 billion. The main commodities terminating along US 41 include freight bound for warehouse and distribution centers, gravel, sand, stone, concrete, forest materials, dairy farm products, and iron/steel products.⁸

The impetus for including US 41 as a candidate for inclusion on the Interstate System has economic underpinnings. Business interests in the Oshkosh, Neenah, and Appleton area (the Fox Valley) voiced support for converting US 41 to an Interstate Highway to their congressional representatives because they believed an Interstate would better support and enhance economic development than a US Highway. As a result of this support, US 41 was included in the previous federal transportation law as a candidate for Interstate conversion. To understand the potential differences between a US Highway and an Interstate Highway on industrial and commercial development along the US 41 corridor, WisDOT surveyed economic and community development experts in the US 41 corridor in fall 2011. The CD at the back of this document contains a summary of the survey results. The following are the key findings and themes from the survey responses of these experts:

- **Business Recruitment**—Access and visibility from an Interstate is a primary factor considered by businesses and developers in the site selection process. The lack of Interstate access was identified as a reason why some businesses will not consider locating in the Fox Valley or the Interstate conversion study area. Interstate status simplifies siting decisions for businesses because the characteristics of an Interstate are predictable whereas conditions on state highways can be widely disparate.
- **Job Creation**— Interstate designation will open up new markets as some companies locate only along Interstate highways (rather than US Highways). The ability to attract larger corporations will result in ancillary development of hotels, retail, restaurants, and other supporting businesses.
- **Business Retention and Expansion**—Local businesses are more likely to remain or expand in their community if US 41 is designated an Interstate Highway.
- **Tourism**—Tourists understand that Interstate Highways typically mean faster, safer travel, and increased attention to maintenance. Interstate designation will attract tourist travel to the route and may mean more customers for highway-oriented businesses, such as restaurants, gas stations, and hotels. The US 41 corridor will provide an alternative route to north central and northeast Wisconsin and Door County from Milwaukee and Chicago.
- **Property Values**—More than 70 percent of respondents felt that designation of US 41 as an Interstate Highway would increase commercial and industrial property values along the corridor.
- **Extent of Impact**—Survey respondents thought that the potential economic impacts of Interstate conversion could extend 10 miles beyond the US 41 interchanges.

Although the function of US 41 without Interstate conversion would be essentially the same as that of an Interstate, the economic development experts have identified two broad advantages of Interstate conversion: it will increase the number of businesses that *can consider* locating to the study area, and it has the potential to maintain and expand industrial and commercial development, and tourism, in the US 41 corridor. The conclusion to be drawn from the input of the economic development experts is that, without conversion, US 41 will maintain its current importance to commerce and tourism, but by failing to accommodate businesses that require Interstate access, the study corridor will not reach its full economic development potential that would come with the Interstate brand. The economic advantages of the Interstate brand are related to the length and continuity of the particular Interstate route. The strongest Interstate brands are recognized by the greatest number of drivers, and tend to be the longest corridors and those linking major population centers. In recognition of this relationship, WisDOT determined that the economic benefit of the I-41 designation would be enhanced by extending the route into northern Illinois to better connect Wisconsin’s economic centers and the Chicago

⁸ TRANSEARCH data, provided by Global Insight.

metropolitan area. This designation would also assist travelers coming north from the Chicago area to the Fox Valley and beyond following the I-41 signs through the Milwaukee metro area.

The economic and community development experts interviewed by WisDOT may have been reacting to the fact that cities in the Fox Valley stand out among peer communities in the upper Midwest and nationally as being underserved by the Interstate System. Among cities with a population over 40,000, Appleton, Oshkosh, and Fond du Lac constitute the only three-city cluster in this population range except for comparable clusters in California and Texas that is not within 25 miles of an Interstate Highway. Exhibit 1-2 shows that Appleton, Oshkosh, and Fond du Lac are the only cities in Wisconsin with populations above 40,000 not served by an Interstate Highway. If MSAs with populations between 100,000 and 250,000 are compared, the Appleton MSA is the second most populous (225,666) without an Interstate within 6 miles, exceeded only by College Station-Bryan, Texas MSA (Exhibit 1-3). The combined population of the Fox Valley metro cluster of three contiguous MSAs (Appleton, Oshkosh-Neenah, and Fond du Lac) is 494,293. Only one other MSA in the country (Santa Rosa-Petaluma, CA) with a comparable population (483,878) is not served by an Interstate Highway (Exhibit 1-3).

Because the manufacturing sector is an important employer in the study area, it was not surprising that two of the key categories mentioned by economic development experts in the fall 2011 survey were business recruitment/job creation and business retention and expansion. As noted, WisDOT's 2007 commodity flow data base indicated that more than 89 million truck tons of freight originated in the 10 counties along US 41 and more than 81 million truck tons of freight entered the 10 counties along US 41. The volume of freight moving into and out of the study area is clear evidence that manufacturers and raw products suppliers along the US 41 corridor are part of a larger regional economy, and US 41 serves as a critical link in several Midwest industry supply chains. The manufacturing sectors in the US 41 study area that are also found throughout the Upper Midwest include wood products, metal production, machinery manufacturing, electric equipment manufacturing, and agribusiness and food processing.

The study area's approximate center point, Fond du Lac, is within a 3-hour drive of Chicago, one of America's largest global trade hubs, ranking 7th in *Foreign Policy* magazine's "Global Cities Index for 2012." The study area is within a day's drive of all other major Midwestern and Central U.S. metropolitan areas, most of which share one or more of the major industries found within the corridor (Exhibit 1-4). It is because of the connections that US 41 provides to suppliers, complementary industries, and markets throughout the Midwest that its conversion to an Interstate Highway has been recognized by economic development experts as critical to maintaining and expanding the industrial base in the study area. Failure to convert US 41 to an Interstate would perpetuate the competitive disadvantage study area manufacturers experience in the competitive national and international markets.

As noted on page 1-2, the 10 study area counties accounted for more than \$3.8 billion in tourism expenditures from visitors to the region or 39 percent of the \$9.9 billion spent statewide in 2011. Interstate conversion could have benefits for the tourism sector similar to those expected in the manufacturing sector. In 2010, tourists from Illinois accounted for 6 million leisure overnight trips to Wisconsin or 19.1 percent of the state's total leisure overnight trips (Midwest Travel Facts + Figures, Wisconsin Department of Tourism, September 2011). Most of the Illinois tourists are from the Chicago metro area, and they are most often bound for destinations in Door, Vilas, and Oneida counties.⁹ Because travelers understand that Interstate Highways typically mean faster, safer travel, Interstate conversion could increase the number of tourist trips through the study corridor, thereby benefitting the highway services sector along US 41.

1.2.2 Project Status / Legislation¹⁰

The previous federal surface transportation law identified the US 41 Corridor as a high priority corridor on the NHS and designated it a future Interstate route.¹¹ Congress made the high priority corridor designation based on the importance of the route in serving regional, national, and international freight and vehicle movements.

⁹ *Wisconsin Statewide Comprehensive Outdoor Recreation Plan 2005–2010*.

¹⁰ The project status need factor is described in FHWA's Technical Advisory T 6640.8A *Guidance for Preparing and Processing Environmental and Section 4(f) Documents* (October 30, 1987) as "the project history including actions taken to date, other agencies and governmental units involved, action spending, schedules, etc." The legislation need factor is described as "is there a Federal, State, or local government mandate for the action?"

The economic statistics in Section 1.2.1 lend credence to the decision by Congress to designate US 41 a high priority corridor and potential addition to the Interstate Highway system. Although US 41 extends from Miami, Florida to Michigan's Upper Peninsula, converting the proposed Wisconsin segment to an Interstate north of the Zoo Interchange in Milwaukee and extending the Interstate signing into Illinois would create a more regionally and nationally recognizable connection between the US 41 communities north of Milwaukee and Chicago. The "Interstate brand" would enhance the ability of US 41 to support and expand business in Wisconsin and increase its importance as a route serving regional and national freight and tourism.

With the potential for US 41 to become part of the Interstate Highway System, it would be subject to certain requirements as set forth by the FHWA. FHWA has set stringent highway design standards for the Interstate Highway System to ensure high levels of mobility and safety. Conditions along US 41 were examined to identify deficiencies and to provide a basis for defining future roadway requirements capable of meeting Interstate Highway standards. To achieve Interstate status, FHWA requires WisDOT to commit to a program that prioritizes and addresses substandard design elements on US 41. Because US 41 is a freeway throughout the study area, the Interstate designation will not require future improvements that go beyond those normally required on non-Interstate freeways. The projects that will address substandard design elements on US 41 are discussed in Appendix B. Some of the improvements that will be required due to these substandard design elements will be addressed through future environmental studies.

1.3 Traffic

For WisDOT projects that address capacity or safety deficiencies, existing and future traffic volumes are a key need factor discussed in a project's Purpose and Need Statement. The US 41 project was brought about by economic considerations, and so existing or future traffic volumes are not a need factor. Given the unique nature of the study, the purpose of which is to enhance and accelerate economic development with Interstate designation, traffic is discussed in this section only to clarify the lack of a relationship between Interstate conversion and potential changes in forecast US 41 forecasted traffic volumes.

When assessing the potential increase in traffic on US 41 as a result of Interstate conversion, WisDOT focused on the segments of US 41 that are not currently an Interstate, and that lie outside of the US 41 Majors projects in Winnebago and Brown Counties and outside the US 45 segment that is part of the north leg of the Zoo Interchange Majors project. The section of the corridor from the south terminus to the Zoo Interchange along I-94 and I-894 is already an Interstate Highway. Because economic growth due to Interstate conversion is anticipated to be expected primarily to be in the section of the corridor that is not currently an Interstate Highway, WisDOT does not anticipate expect additional traffic growth due to Interstate conversion south of the Zoo Interchange. The majors projects on US 41 (Winnebago County–WIS 26 to Breezewood and Brown County–De Pere to Suamico) and on US 45 along the north leg of the Zoo Interchange have been designed to meet Interstate standards, and a separate traffic analysis was completed as part of their individual studies.

In 2007, WisDOT's traffic forecasting section developed traffic volumes along the US 41 corridor for the planning period 2010 and 2035. The forecast completed in 2007 was based largely on historic traffic growth trends. Forecast traffic volumes in 2010 ranged from 31,000 to 146,600 average annual daily traffic (AADT). Forecast traffic volumes in 2035 ranged from 40,000 to 180,000 AADT. The maximum growth in traffic between the forecast 2010 and 2035 volumes was 53.8 percent north of Fond du Lac, and the average growth in forecast traffic for the study corridor was 34.6 percent.

In the compared period between 2007 and 2010, traffic volume growth rates have generally slowed or even become negative on the portions segments of US 41 that are not currently an Interstate and that lie outside the US 41 and Zoo Majors projects. Because of the slower rate of growth, the study's 2007 traffic forecast may overestimate traffic volumes along the US 41 Interstate Conversion Study corridor during the 2010 and 2035 planning period. It is possible that additional traffic from anticipated expected economic growth north of Milwaukee resulting from Interstate conversion could, over time, return traffic volumes and traffic volume growth

¹¹ http://www.fhwa.dot.gov/planning/national_highway_system/high_priority_corridors/

rates to historic levels and trends. However, even with Interstate conversion, increases in traffic volumes on US 41 beyond historic trends are not likely. It is more likely that historical traffic count trends would continue increasing at a slower rate.

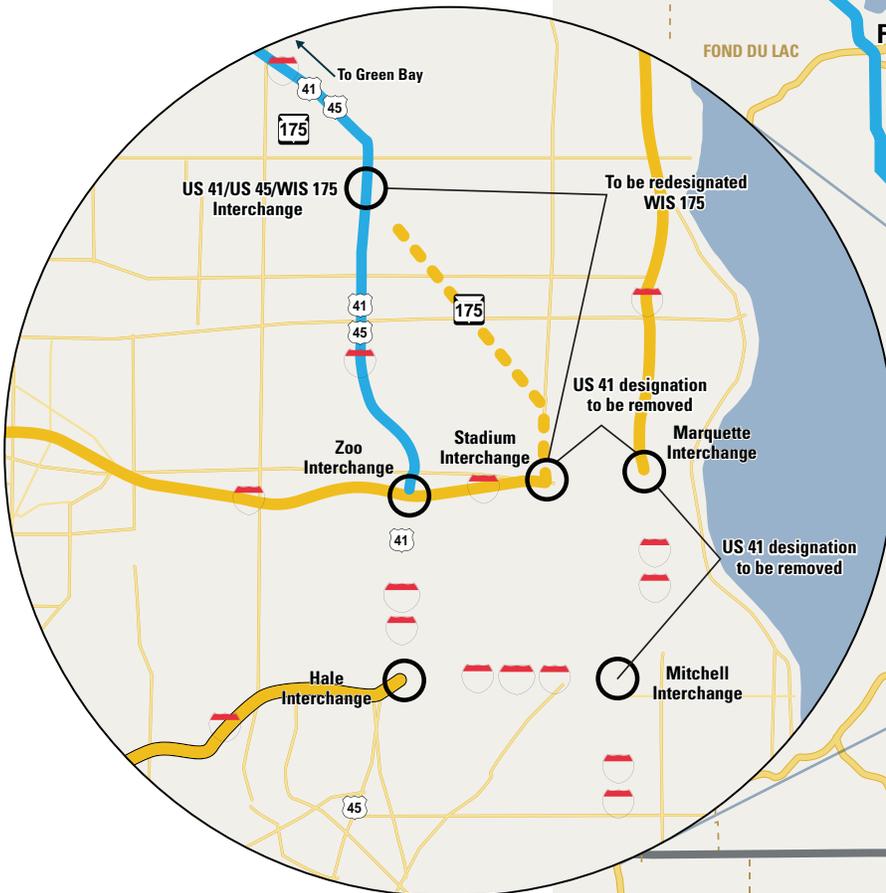
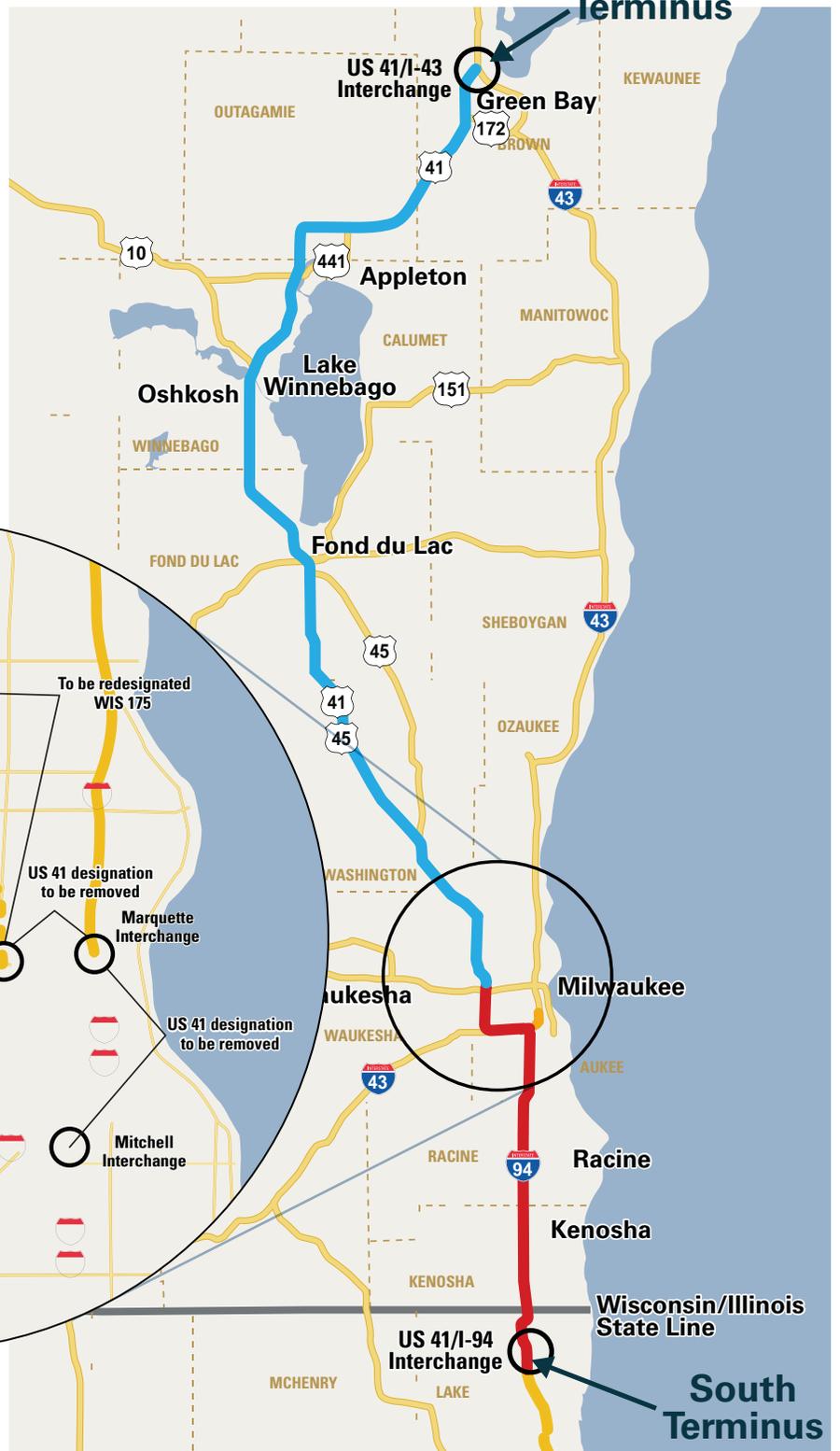
In the current state program there are no planned capacity expansion construction projects along the US 41 corridor other than those currently now under construction on US 41 in Winnebago and Brown Counties and the Zoo Interchange. Because of this, and as a result of the previous conclusions, no capacity increase projects are planned as part of this study.

North
Terminus



LEGEND

- Proposed Interstate conversion and newly designated I-41 route
- Proposed I-41 signing added to existing Interstate (Designated I-41)
- US 41 Not included in the designated interstate route

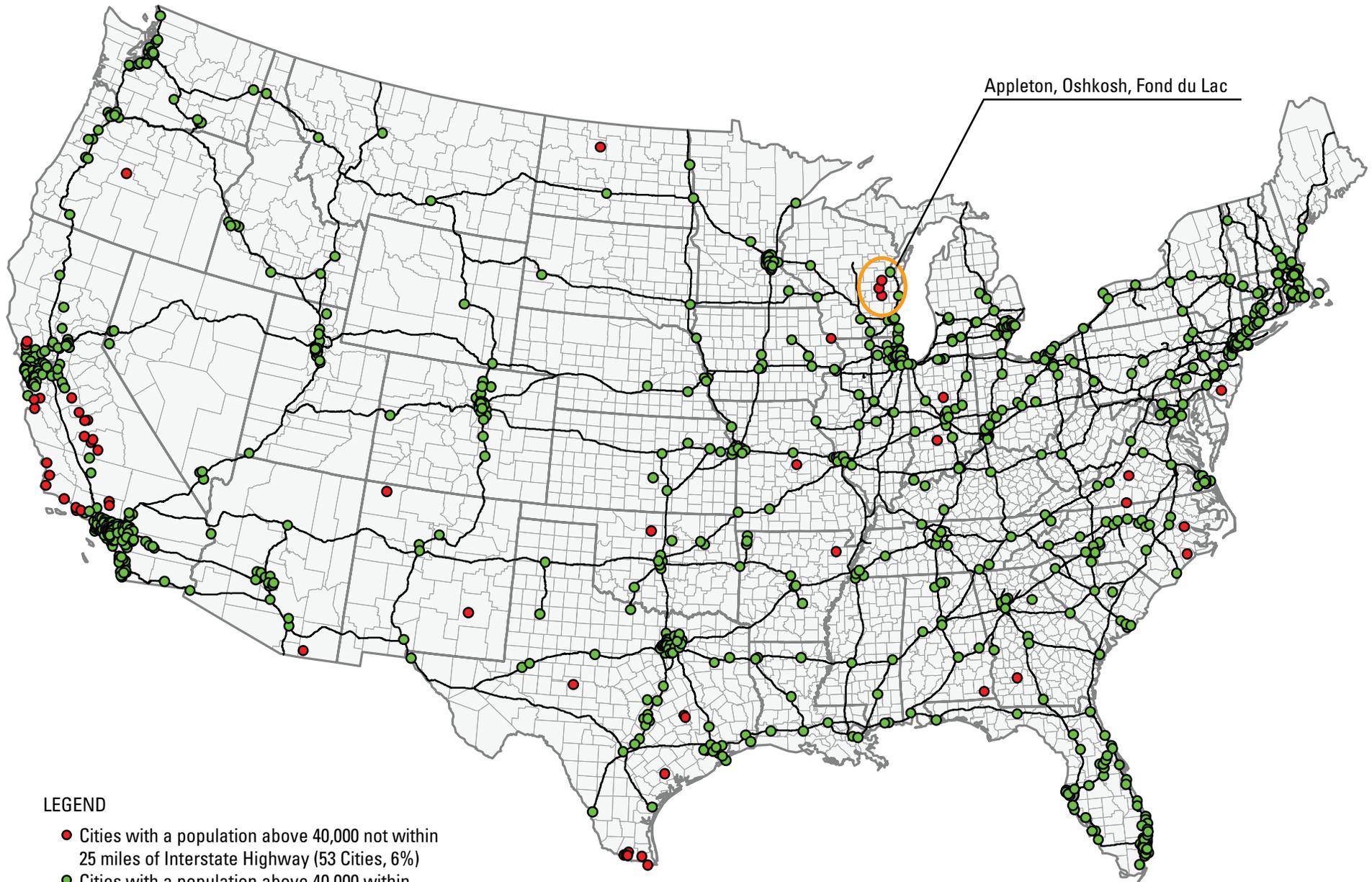


South
Terminus



EXHIBIT 1-1
Project Location Map





LEGEND

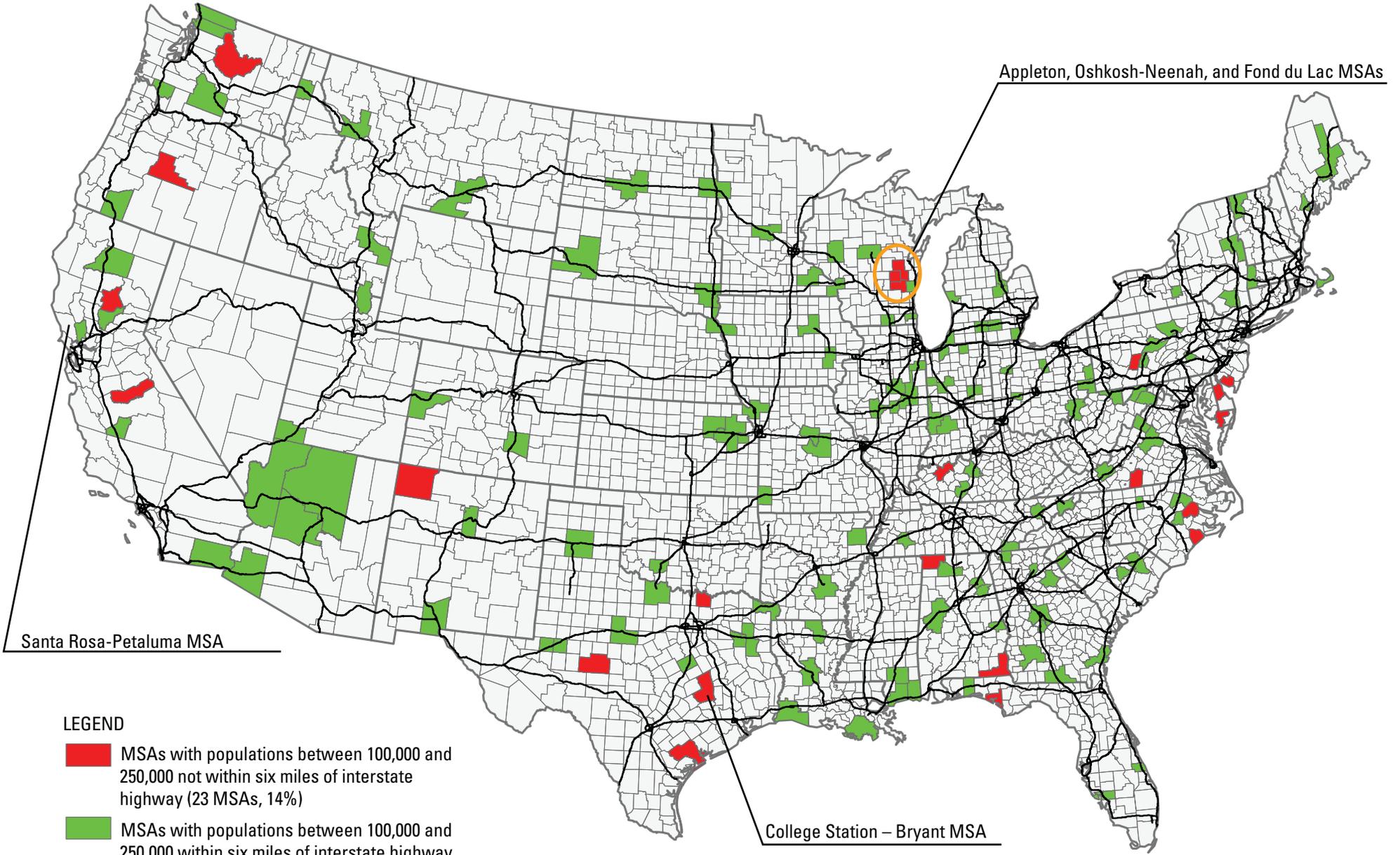
- Cities with a population above 40,000 not within 25 miles of Interstate Highway (53 Cities, 6%)
- Cities with a population above 40,000 within 25 miles of Interstate Highway (819 Cities, 94%)



Source: US Census Bureau 2010, ESRI

EXHIBIT 1-2
 U.S. Cities with a population above 40,000 within 25 Miles of an Interstate Highway





LEGEND

- MSAs with populations between 100,000 and 250,000 not within six miles of interstate highway (23 MSAs, 14%)
- MSAs with populations between 100,000 and 250,000 within six miles of interstate highway (136 MSAs, 86%)



Sources: US Census Bureau 2010, ESRI

EXHIBIT 1-3
The Proximity of Metropolitan Statistical Areas (MSAs) to the Interstate System



LEGEND

-  Fortune 100 Companies (2009)
-  Fortune 500 Companies (2009)
-  Major Research Universities (R&D Expenditures of \$200 Million or more)
-  Cross Lake Michigan Ferries

Industry Location Quotients in US 41 Corridor that overlap with Metropolitan Statistical Areas within 500 Miles

AGRIBUSINESS & FOOD PROCESSING
ELECTRIC EQUIPMENT MANUFACTURING
MACHINERY MANUFACTURING
METAL PRODUCTION
WOOD PRODUCTS

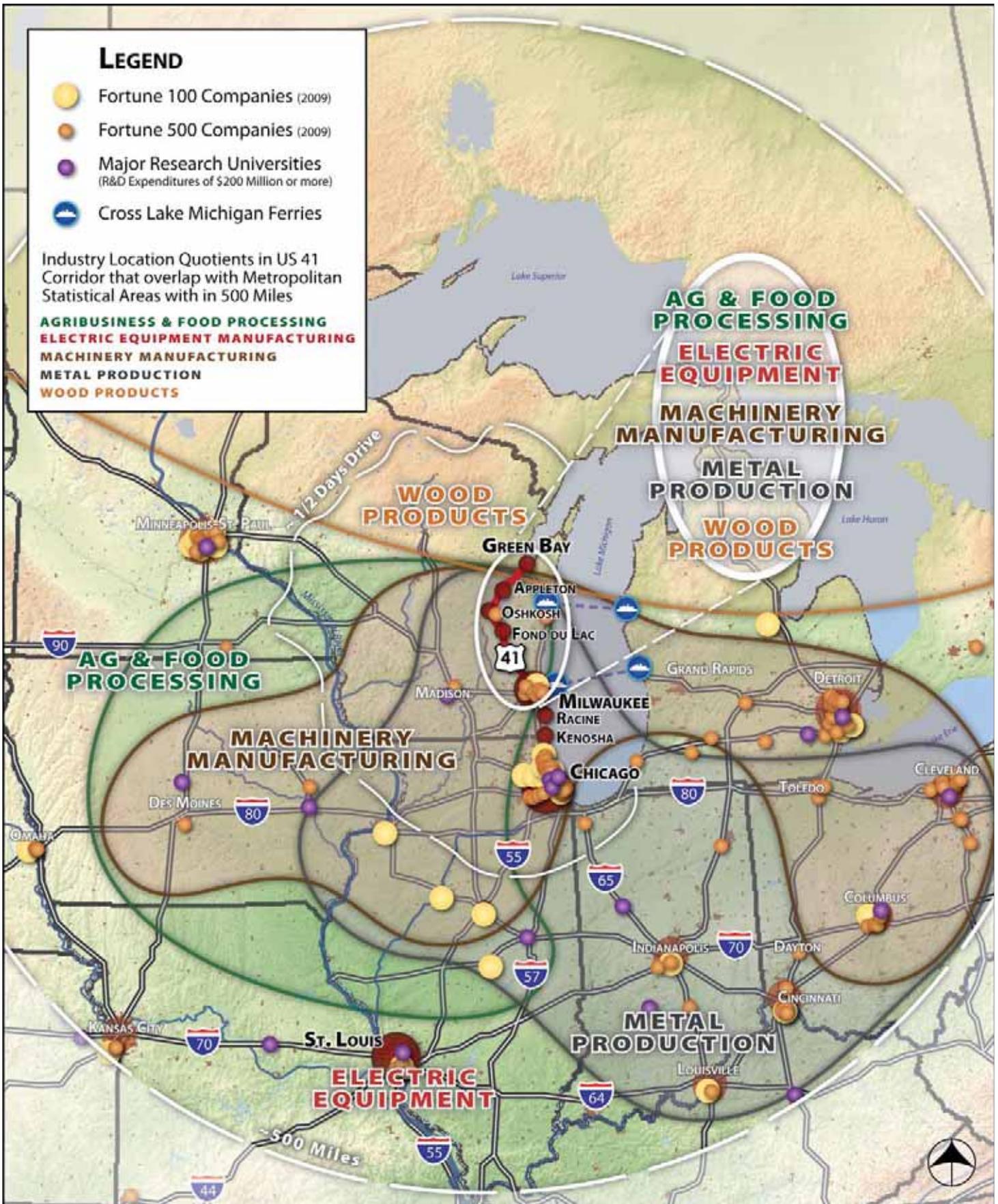


EXHIBIT 1-4
Midwest Context of US 41



Alternatives Considered

2.1 Introduction

The action proposed under the US 41 Interstate Conversion Study is limited to the following:

- Consider the broad costs and benefits of Interstate conversion.
- Evaluate impacts of signing US 41 between Milwaukee and Green Bay with an Interstate route number and changing the designation of other segments of the study corridor.
- Determine the construction impacts of installing Interstate signing and other minor improvements along the study corridor.

This study differs from most WisDOT studies that address safety and capacity deficiencies by physically changing the footprint of a roadway. Evaluating changes to a roadway's designation without changing its footprint leads to a different range of alternatives that have fewer impacts to natural resources and the built environment than capacity expansion and safety projects. A capacity expansion/safety project typically would have the following range of alternatives, in order of increasing intensity of improvements:

- No-Build Alternative—Makes no improvements (a true no-action alternative), or it could be an alternative that would maintain a facility, but not expand its capacity.
- Transportation Demand Measures Alternative—Reduces the volume of single-occupancy automobile traffic through carpooling, increased transit use, and similar measures to delay the need to expand the capacity of a roadway.
- Transportation System Management Alternative—Improves the efficiency of a roadway through such measures as signalization or removing parking that delays the need to expand a roadway's capacity.
- Build Alternatives—Includes a range of capacity improvement and safety improvement measures that result in physical changes to the roadway's footprint.

For this study, which focuses on changing the designation of US 41 with no physical roadway changes except installing new Interstate signing and other minor improvements, the Transportation Demand Measures and Transportation System Management alternatives cannot meet the Purpose and Need with fewer impacts than Interstate conversion, and thus they are not discussed. The No-Build Alternative would not designate US 41 an Interstate Highway, and the other alternatives would.

2.2 Interstate Route Numbering

Because the Interstate System connects major population centers and provides access to the international highways at the Mexican and Canadian borders, it constitutes a nationwide network of the most economically important highways. For the convenience of Interstate users, there is continuity and a uniform pattern of marking and numbering routes without regard to state lines. The Standing Committee on Highways of the American Association of State Highway Transportation Officials (AASHTO) is responsible for assigning the Interstate number for US 41 with input from WisDOT and agreement by FHWA. WisDOT followed guidance provided in the *AASHTO Transportation Policy Book* (January 2000) in evaluating alternative route designation numbers. WisDOT initially considered Interstate route numbers that would have connected to the Interstate System in the Chicago area. After Illinois DOT declined to extend any existing Chicago-area Interstate route to the Wisconsin state line, WisDOT focused on numbers suitable for an in-state Interstate.

In October 2012, WisDOT submitted an application to AASHTO for establishing Interstate Route I-41 between the US 41/I-94 interchange just south of the state line and I-43 in Green Bay. WisDOT selected I-41 as the preferred route designation number for several reasons, including:

- I-41 follows the AASHTO guidelines of increasing route numbers west to east with its location between I-39 and I-43.
- I-41 is the route designation number anticipated and preferred by the general public.
- I-41 allows for future consideration of Interstate loop or spur routes to be designated. Potential loop or spur routes are WIS 441 in the Appleton area or WIS 172 in the Green Bay area.

AASHTO conditionally approved the I-41 designation, pending FHWA approval, at its Special Committee on U.S. Route Numbering Annual Meeting held on November 16, 2012 (Appendix A page 6). On December 13, 2012, FHWA indicated it had no objection to renumbering US 41 as I-41, but final approval cannot be given until the project's environmental document and the Formal Conversion Request Package have been approved (Appendix A, page 11). The project's environmental process and the Formal Conversion Request Package are expected to be completed in the fall of 2013.

2.3 Range of Alternatives

Sections 2.3.1 and 2.3.2 describe the alternatives WisDOT is evaluating in detail as part of this study. Other alternatives considered by WisDOT and eliminated are described in Section 2.4. Both alternatives that WisDOT is evaluating in detail mention the term "overweight grandfathering legislation." The term refers to the federal legislation being considered by Congress that would allow oversize/overweight trucks currently authorized to operate on US 41 to use I-41. The maximum gross vehicle weight allowed on Interstates generally is 80,000 pounds. Currently on US 41, trucks hauling certain commodities are authorized by Wisconsin law to haul loads greater than 80,000 pounds. The proposed grandfathering legislation would only allow overweight trucks currently authorized by existing Wisconsin statutes or permits to continue using the future Interstate.

2.3.1 No Interstate Designation Alternative (Preferred Alternative without Overweight Grandfathering Legislation)

For the purposes of this document, the No-Build Alternative is referred to as the No Interstate Designation Alternative. The No Interstate Designation Alternative would maintain the US Highway status of US 41 and current access to it. Future improvements to US 41 with the No Interstate Designation Alternative, which are not evaluated in this document, would occur as identified in WisDOT's normal programming process. Because WisDOT would construct the same future improvement on US 41 with or without Interstate conversion, it is possible that the future improvements would be constructed on a similar schedule as with the Interstate Designation Alternative. Future improvements to US 41 would likely be the same under both alternatives because the 70 mph freeway standards WisDOT uses on US 41 improvement projects substantially match the Interstate standards in AASHTO's *A Policy on Design Standards—Interstate System*.

The No Interstate Designation Alternative has no direct impacts, but one indirect effect of the alternative, as noted in the *Indirect and Cumulative Effects Analysis Report* (located on the CD at the back of the document), is the possible limitation of economic development activities and tourism opportunities for communities along the US 41 corridor when compared to the Interstate Designation Alternative.

Nationwide, Interstate status is a driver of economic development activity. According to the 26th Annual Corporate Survey conducted by *Area Development Site and Facility Planning* (Winter 2012), highway accessibility is the number one factor in site selection for new facilities, considered "important" or "very important" by 93.8 percent of survey respondents. Respondents to the survey further indicated that Interstate Highways are considered the *most valuable* in terms of site selection, followed by 4-lane highways that do not have Interstate designation but have similar access control features, and lastly, followed by rural 2-lane highways with easy access to an Interstate interchange. Although US 41 is a 4-lane highway with access control similar to an Interstate, it lacks the Interstate brand that many businesses seek when selecting a site for future development.

With the No Interstate Designation Alternative, cities in the Fox Valley would continue to stand out among peer communities in the upper Midwest and nationally as being underserved by the Interstate System. As noted in Section 1, among cities with populations greater than 40,000, Appleton, Oshkosh, and Fond du Lac constitute the only three-city cluster in this population range except for comparable clusters in California and Texas that are not

within 25 miles of an Interstate Highway. Exhibit 1-2 also shows that Appleton, Oshkosh, and Fond du Lac are the only cities in Wisconsin with populations greater than 40,000 not served by an Interstate Highway.

Because the No-Interstate Designation Alternative would not enhance economic development in the study area or meet the legislative intent of the previous federal transportation law, it would not meet the purpose of or need for the project as well as the Interstate Designation Alternative would. However, WisDOT will not eliminate this alternative from further consideration given the uncertainty about the passage of federal grandfathering legislation for overweight vehicles on US 41. Without the passage of federal grandfathering legislation, which would allow overweight trucks authorized by existing Wisconsin statutes or permits to continue using US 41 after Interstate conversion, there would be notable adverse impacts to the state's trucking industry, the industries that rely on trucking and the state's economy in complying with the Interstate Highway's 80,000 pound gross vehicle weight limit. WisDOT expects that the potential adverse economic impacts associated with meeting Interstate weight limits outweigh the potential economic advantages of Interstate conversion.

Because federal grandfathering legislation has not yet been passed, WisDOT cannot identify a single preferred alternative at this stage of the process. If Congress does not pass overweight grandfathering legislation, WisDOT will select the No Interstate Designation Alternative as its preferred alternative. If grandfathering legislation passes, WisDOT will eliminate this alternative from further consideration.

2.3.2 Interstate Designation Alternative (Preferred Alternative with Overweight Grandfathering Legislation)

The Interstate Designation Alternative would designate US 41 as I-41 at the US 41/I-94 interchange just south of the Wisconsin/Illinois state line. The route would continue north concurrently with I-94 to the Mitchell Interchange and then northwesterly concurrent with I-894 to the Zoo Interchange. From the Zoo Interchange, the route would extend north along US 41, including the segment of US 45 north of the Zoo Interchange, through Fond du Lac, the Fox Valley, and Green Bay and end at the I-43 interchange (Exhibit 1-1). The Interstate Designation Alternative would require redesignating segments of US 41, re-signing the length of the newly designated Interstate and other minor improvements in WisDOT's right-of-way. Each facet of the alternative is described below.

2.3.2.1 Highway Redesignation

In addition to the US 41 and US 45 corridor between the Zoo Interchange in Milwaukee and Green Bay, three other areas would be affected by the I-41 designation (Exhibit ES-1):

- The segment of US 41 between the Stadium interchange (where US 41 departs I-94) and the US 45/US 41/WIS 175 interchange in northwest Milwaukee County
- The segment of US 41 between the Mitchell Interchange and the Stadium Interchange
- The segment of I-94/I-43/I-894 between the south project terminus and the Zoo Interchange

The segment of US 41 between I-94 near Miller Park (Stadium interchange) and US 45, known locally as Lisbon Avenue and Appleton Avenue, will be designated WIS 175, and US 41 will be rerouted to become concurrent with the proposed I-41. With the WIS 175 designation, WisDOT has committed to keeping the new WIS 175 segment as a connecting highway.¹ As a connecting highway state funding for the route will not be affected and local communities will not be responsible for additional costs. In addition, no construction will be required with the re-designation.

Project team members met with the City of Milwaukee and Milwaukee County in October 2012 to discuss changing the route number of this segment of US 41 (Appleton Avenue) to WIS 175. The US 41/US 45/WIS 175

¹ Connecting highways are defined by WisDOT as "... a system of marking and signing to provide continuous routes for State Trunk Highway System traffic over the streets or highways in any municipality for which the municipality will be responsible for maintenance and traffic control and the maintenance and operation of any swing or lift bridge. The connecting highway is not a part of the State Trunk Highway System but is a connection between the termini of that System, which are usually established at or near the corporate limits of municipalities (FDM Chapter 4 Section 1).

interchange is the current southern terminus of WIS 175. Changing the route number to WIS 175 would extend this highway from the west side of the US 41/US 45/WIS 175 interchange and allow for a connection to I-94 at the Stadium Interchange. The city and county support the WIS 175 designation with the measures noted above and the Milwaukee County Board passed a resolution supporting this on June 20, 2013.

Between the Mitchell Interchange and Stadium Interchange, the US 41 designation would be removed from the I-94 corridor. US 41 has been signed concurrently with I-94 between the two interchanges since 2000.

Between the US 41/I-94 Interchange (the study's area's south terminus) and the Zoo Interchange, the study corridor already is an Interstate Highway: I-94/I-43/I-894. Between the US 41/I-94 interchange south of the state line and the Zoo interchange, this alternative would be signed concurrently with I-94 from the US 41/I-94 interchange to the Mitchell Interchange and with I-894 from the Mitchell Interchange to the Zoo Interchange. It would also be signed in parallel with I-43 from the Mitchell Interchange to the Hale Interchange (south of the Zoo Interchange). In that segment, new Interstate signs would be added to existing Interstate signs. In the areas noted above, existing access patterns will be the same as today.

2.3.2.2 Installing Signing

Installing Interstate signs along the newly designated Interstate and segments of existing Interstate is expected to begin in 2014, if the Interstate Designation Alternative is the preferred alternative. In most locations and particularly along the cross roads at interchanges, I-41 signs would replace US 41 signs. However, because US 41 and I-41 follow the same corridor, there will still be US 41 reassurance signs along the mainline following interchange entrance ramps. Beyond the north and south terminus points and at each approach to a system interchange,² a "US 41 follow I-41" sign would be installed to further guide those traveling on US 41.

If the Interstate Designation Alternative is the preferred alternative, US 41 signs would be replaced with I-41 signs on crossroad approaches at service interchanges³ except near the interchanges where US 41 routing is changed (Layton Avenue, 27th Street, and Good Hope Road in Milwaukee County) where both US 41 and I-41 signs would be installed. Exhibit 2-1 depicts the signs that would be replaced at a typical service interchange.

Between the project termini, about 1,300 signs would be replaced with a new sign and post in the same location, 650 signs on existing posts will be revised, and 950 new signs with a new post will be installed if the Interstate Designation Alternative is the preferred alternative. Replacing signs in the same location on a new post generally will involve replacing the smaller-sized signs along the side of the road that have an existing US 41 sign with a new I-41 sign. The new replacement signs will be similar in size to the sign being replaced. Large signs with green backgrounds that are typically mounted on sign structures over the roadway are constructed such that the individual letters and plaques on the sign can be moved or revised. The 650 signs to be revised generally are overhead mounted signs, where the US 41 plaque will be removed and replaced with an I-41 plaque. It is expected it would take about 6 months to complete the sign installations and revisions.

The milepost numbering system and exit numbering system for interchanges would be unchanged with Interstate conversion. This will reduce impacts to businesses and others that use the exit numbering system for providing driving directions.

Section 3 discusses the impacts of installing Interstate signs.

2.3.2.3 Minor Improvements in WisDOT Right-of-Way

The minor improvements to US 41 that are part of this project include the following:

- US 45 between North Avenue and Appleton Avenue (Milwaukee)

² A system interchange is an interchange between two major highway or freeway facilities where all movements are maintained without stops or delays, such as the US 41/WIS 441 interchange in Appleton or the Zoo Interchange in Milwaukee.

³ Service interchanges connect a major highway or freeway to a crossroad with the connection typically controlled by stop signs, roundabouts, or traffic signals, such as the US 41/WIS 21 interchange in Oshkosh or the US 45/Silver Spring Drive interchange in Milwaukee.

- Move Type 2 sign near Florist Avenue, and remove vegetation in front of the sign to improve sight distance at the northbound Appleton Avenue exit ramp.
- Install median delineation on the concrete barrier along the curve just south of Burleigh Street.
- US 41 Southbound (Washington County)
 - Remove two access points on US 41 southbound near Aurora and Beaver Dam roads, including fence and guardrail work.
- US 41 from County II/Winchester Road (Neenah) to US 10 (Appleton)
 - Install median delineation on concrete barrier along the curve just north of County II/Winchester Road.

2.3.2.4 Characteristics of Interstate Designation

According to economic development experts surveyed as part of this study, the “Interstate brand” resulting from the Interstate Designation Alternative would positively affect economic development and boost tourism for communities located along the corridor in the following ways:

- New markets would be opened. The corridor would gain the attention of national companies and site selectors, which would facilitate business retention, expansion, and development in the study area.
- Highway-dependent businesses, such as large-scale retail and grocery stores, regional malls, small retail/service centers, distribution/warehousing, manufacturing/processing, transportation services, and corporate headquarters, may be somewhat more likely to develop or expand in the study area.
- The tourism industry may benefit from an influx of out-of-state cash into the region, as vacationers often plan trips to follow Interstate Highways. More tourists would support more highway-oriented businesses, such as restaurants, gas stations, and hotels.
- Interstate designation would likely increase property values along the corridor, particularly sites at interchanges or with high visibility from the freeway.
- Interstate status may elevate the corridor’s importance as a route servicing regional and national freight.

The potential economic development benefits of the Interstate Designation Alternative are the most distinct difference between it and the No Interstate Designation Alternative. More information about economic benefits associated with Interstate conversion is found in the *Indirect and Cumulative Effects Analysis Report* on the CD at the back of this document.

WisDOT and FHWA are developing a Formal Conversion Request Package that will identify the full range of future improvements that will be completed over time to bring US 41 to Interstate standards. As indicated previously, and as described in Section 3.3, most of these improvements would occur regardless of Interstate conversion. The Formal Conversion Request Package is expected to be completed in fall 2013. WisDOT will perform the appropriate level of environmental analysis on each future improvement required to bring US 41 to Interstate standards. Some improvements will have individual environmental documents and others, because of the minor nature of the improvements, will not and will be documented as Categorical Exclusions. As explained in Section 3.3, the potential impacts of the future US 41 improvement projects (see Appendix B) are not evaluated in this document.

Because there are stricter regulations governing the placement of off-property signs along Interstates than US Highways, the Interstate Designation Alternative would have impacts on outdoor advertising that are not shared by the No Interstate Designation Alternative. The Interstate Designation Alternative’s outdoor advertising impacts are discussed in Section 3. Similarly, Interstates have stricter weight limits than US Highways. To minimize the Interstate Designation Alternative’s potential impact on industry, Wisconsin’s Congressional delegation has proposed federal legislation that would keep US 41 weight limits in place with a future Interstate. Because it is uncertain whether the pending federal legislation will pass prior to this environmental document being signed, WisDOT has committed not to convert US 41 to an Interstate until the grandfathering weight-limit legislation is law.

Because the construction associated with the Interstate Designation Alternative is installing signposts and sign bridges and the minor improvements discussed above, far less construction energy would be expended than on a normal capacity expansion project, which would require energy for excavating, filling, hauling, pavement construction, and manufacturing of materials needed for construction. The No Interstate Designation Alternative would not expend construction energy, because no signs would be changed. Because there will be no capacity expansion with either alternative, the operational energy, the direct consumption of fuel by vehicles using the highway, will be the same for both alternatives.

2.3.2.5 Relationship to Other Projects

Beyond the short- (2012–2013) and mid-term (2014–2027) projects that WisDOT will construct to bring US 41 to Interstate standards, there are numerous other studies and reconstruction projects planned in the study area, some along US 41. WisDOT's Corridors 2030 Plan, which identifies projects along roadways on the National Highway System, documents WisDOT projects planned for study or construction from 2008 to 2030. Notable among projects in the study area are several major highway projects, at various stages of completion. Interstate conversion was not a driver in the development of any of the projects, and each major highway project had purpose and needs focused on addressing traffic operations and safety and replacing aging infrastructure. Major highway projects provide long-term solutions to the most serious deficiencies on highly traveled segments of the highway system. The major projects include US 41 (De Pere to Suamico), US 10/WIS 441 Interchange, US 41 (WIS 26 to Breezewood Lane), the Zoo Interchange (Milwaukee County), I-94 East-West (Milwaukee County) and I-94 North-South (Milwaukee, Racine, and Kenosha Counties). Most of the major projects were planned and programmed before the 2005 federal legislation that identified US 41 as a candidate for Interstate conversion. Of the major projects, only I-94 East-West does not have an approved environmental document. The major projects have been designed to meet Interstate standards so no rework would be required as a result of this project. Capacity expansion included as part of the major projects was based on, among other factors, land use changes and employment levels, as well as historic traffic growth patterns which influence forecast traffic volumes. The capacity expansion identified by the major projects will safely accommodate future traffic volumes on US 41 with or without Interstate conversion. In addition, the schedule for this project is completely independent of the schedules for the major projects; therefore, there will be no delays to major projects as a result of Interstate conversion.

2.4 Other Alternatives Considered

2.4.1 Partial Interstate Conversion Alternative

The Partial Interstate Conversion Alternative would have its northern terminus at the US 41/US 151 interchange in Fond du Lac but otherwise would have the same features as the Interstate Conversion Alternative. The Partial Interstate Conversion Alternative would reduce the length of conversion, thereby lessening the potential impact of the federal weight restrictions on trucking firms and the industries they serve. Some divisible commodities may be hauled on US 41 with gross vehicle weights greater than 80,000 pounds by state statute or with a permit. With the northern terminus at US 151, trucking firms could continue to serve industries along the US 41 corridor in the Fox Valley and Green Bay that rely on shipments greater than 80,000 pounds. US 151 would give overweight vehicles direct access to manufacturers that rely on those shipments and access to other state routes that serve manufacturers in southeast Wisconsin.

WisDOT eliminated the Partial Interstate Conversion Alternative for the following reasons:

- The alternative does not meet the legislative intent in the previous federal transportation law, which identified US 41 as an Interstate candidate between Milwaukee and Green Bay.
- The US 41 corridor north of Fond du Lac would not experience the economic benefits of Interstate conversion anticipated by the economic experts surveyed during the study.
- Federal legislation being developed to grandfather permitted weight limit policies and practices would eliminate significant adverse impacts on trucking firms and the industries they serve, thereby eliminating the need to limit the length of Interstate conversion.

2.4.2 Out-of-State Interstate Conversion Alternative

WisDOT investigated the potential of selecting a route number of an existing Interstate that extends through multiple states and through the Chicago area. The route designations I-55 and I-57 are examples of Out-of-State Interstate Conversion Alternatives that would have allowed the extension of the Interstate Highway System in Wisconsin to that in Illinois and beyond. That alternative would have required Illinois DOT to extend the signing of one of those Interstate routes from the south side of Chicago to the Wisconsin-Illinois state line. Illinois DOT decided there was no compelling benefit to the state to extend either Interstate route to Wisconsin. With that decision, the Out-of-State Interstate Conversion Alternative was no longer feasible and was eliminated from consideration.

2.4.3 Interstate Designation Alternative (without Overweight Grandfathering Legislation)

WisDOT investigated the potential of converting US 41 to an Interstate, without federal legislation allowing trucks that haul more than 80,000 pounds by state statute or permit to continue using the highway after it becomes an Interstate. This alternative would greatly affect business and industry that haul certain commodities within the corridor. More trucks would be needed to haul the same amount of goods on the highway, or the overweight trucks would find alternate routes on the state highway system. Either option would have economic impacts to the industries affected by the federal weight limitations. The state highway system, which would likely become the alternate trucking route, would accommodate additional trucks on highways that are not constructed to handle heavy loads routinely. The trucks would travel through intersections, railroad crossings, and communities, and past schools, parks, trail crossings, and driveways at speeds ranging from 25 to 65 mph. WisDOT eliminated this alternative from further consideration not only because of its potential adverse impacts on safety, but also because the potential adverse economic impacts to the trucking industry and businesses that ship by truck could negate the economic benefits of Interstate conversion, a key component of Purpose and Need.

2.5 Identification of the Preferred Alternative

Because of the uncertainty about the passage of federal grandfathering legislation that would allow current weight limitations authorized by Wisconsin statutes or permits to continue for US 41, WisDOT has two preferred alternatives. If Congress does not pass the overweight grandfathering legislation, WisDOT would select the No Interstate Designation Alternative as its preferred alternative, because the adverse economic impacts to Wisconsin business caused by the Interstate's weight limitations would largely negate the benefits of Interstate conversion. If the grandfathering legislation passes, WisDOT would select the Interstate Designation Alternative as the preferred alternative because of the potential benefits to the study area economy.

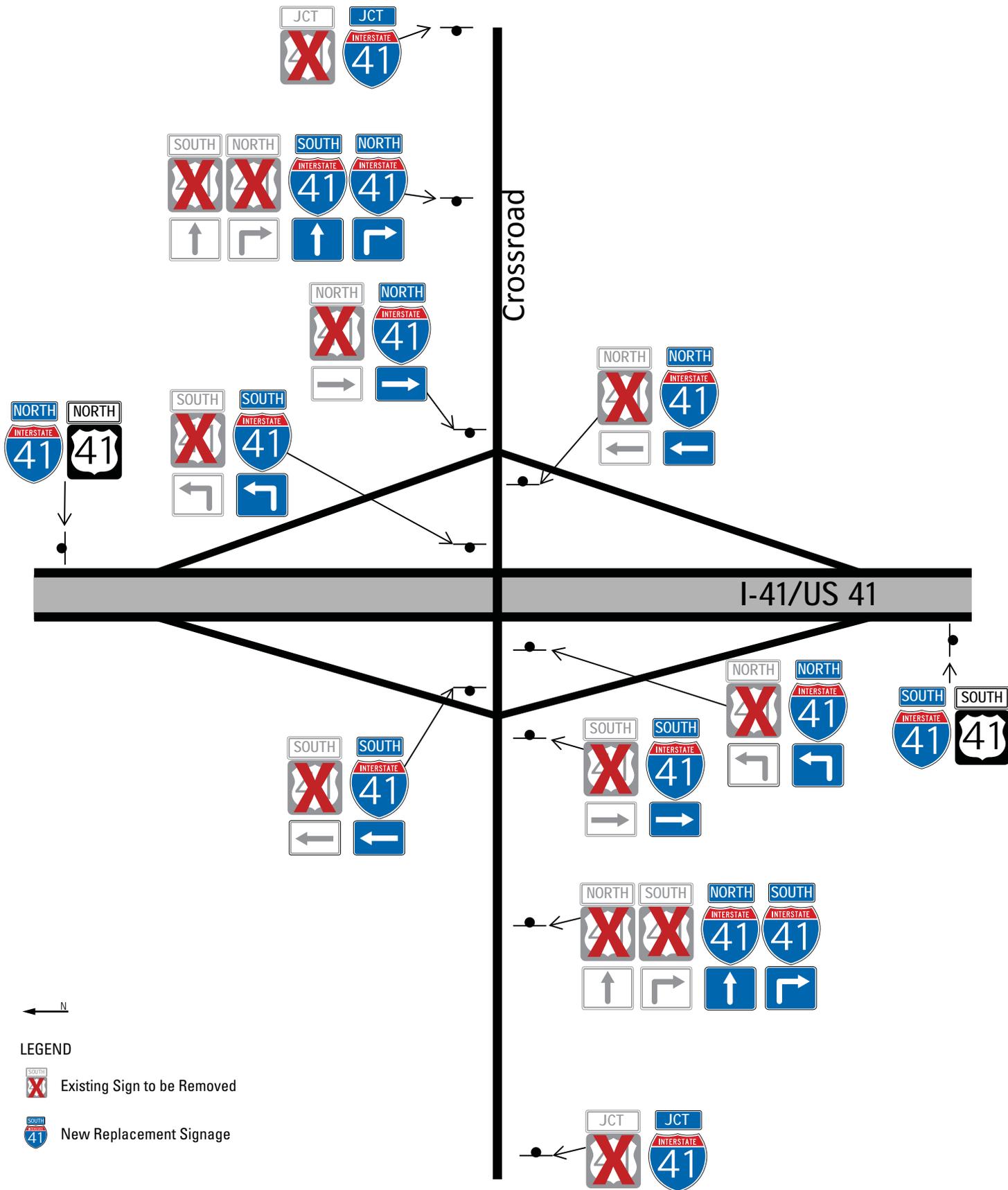


EXHIBIT 2-1
Sign Replacement at
Typical Interchange



Existing Conditions, Impacts, and Mitigation

This section provides background information on the built environment, socioeconomic characteristics, archaeological and historical resources, and the natural environment in the project area. This information establishes the context for the proposed improvements and the project's potential impacts. This section also identifies the beneficial and adverse social, economic, and environmental effects the project may have on resources. The direct, indirect, and cumulative effects of Interstate conversion and installing Interstate signs are discussed in this section. Because the minor improvements associated with Interstate conversion (installing median delineation [reflectors] on medians and moving a sign and brush to improve sight distance) would not create impacts and would qualify as categorical exclusions under 23 CFR 771.117, they are not discussed in this section.

The project's direct effects are caused by the conversion of US 41 to an Interstate and would occur within the project's area of potential effect during construction. The project's direct effects are discussed in Sections 3.4 through 3.27. Indirect effects are also caused by Interstate conversion, but would occur later in time than direct effects and beyond the project's footprint. Indirect effects are discussed in Section 3.1. Cumulative effects (Section 3.2) result from the incremental impact of a project when added to other past, present, and reasonably foreseeable future projects regardless of what agency (federal or nonfederal) or person undertakes such other actions. Cumulative impacts can result from individually minor but collectively significant actions taking place over a period of time (Council on Environmental Quality, Part 1508). To conduct the indirect and cumulative analyses, the study team was aided by two groups of experts. First, a group of economic development professionals from within the study area contributed their expertise by completing a lengthy economic development questionnaire about the economic conditions of the current corridor, and the likely results of Interstate conversion. Second, an expert panel of local and regional land use and natural resource professionals contributed their expertise of the indirect and cumulative effects associated with project alternatives through completion of a detailed questionnaire, and participation in one or more indirect and cumulative effects expert panel workshops held in three locations in the study area.

The quantifiable impacts of the No Interstate Designation Alternative and Interstate Designation Alternative are found in Exhibit 3-1 at the end of this section. Exhibit 3-2 summarizes the project's environmental commitments.

The project alternatives are addressed within each resource topic below. As noted in Section 2, the No-Build Alternative is referred to as the No Interstate Designation Alternative and the Build Alternative as the Interstate Designation Alternative. With the exception of the indirect, cumulative, and future project discussions, the order of the topics discussed in this section is the same as that found in Basic Sheet 4 of a conventional WisDOT ER.

3.1 Indirect Effects

This section discusses the potential indirect effects associated with Interstate conversion. As noted above, indirect effects occur later in time than direct effects and beyond the project's footprint. The project's direct effects are discussed in Sections 3.4 through 3.27.

3.1.1 Background

The study team conducted its indirect effects analysis of the Interstate Designation Alternative based on the six-step process outlined in WisDOT's *Guidance for Conducting an Indirect Effects Analysis*:

1. Scope, select tools/activities for, and determine the study area.
2. Inventory the study area and notable features.
3. Identify the potential impacts of the proposed project alternatives.
4. Identify the potentially significant indirect effects.
5. Analyze the indirect effects, and evaluate assumptions.
6. Assess consequences and identify mitigation activities.

The study area was selected based on commutershed and civil boundaries. The commutershed was determined by first identifying the pattern created by 20-minute travel times from US 41 interchanges within the project area. The 20-minute designation represents the approximate average commute time for employees living in communities along the corridor.¹ The study area boundary was then extended to align with municipal boundaries and includes parts of Brown, Calumet, Dodge, Fond du Lac, Milwaukee, Oconto, Outagamie, Ozaukee, Washington, Waukesha, and Winnebago counties (Exhibit 3-3). Racine and Kenosha counties are not included in the indirect effects study area because US 41 is already located in an Interstate corridor (I-94) in those counties.

Notably, certain resources, such as habitats and surface water, do not follow these boundaries so other geographic areas, such as watersheds and ecosystems, were also considered in the analysis. The natural resources evaluated in this section were selected based on WisDOT's *Guidance for Conducting an Indirect Effects Analysis* as well as a determination by the study team that they were relevant to the analysis.

The study team collected and compiled an inventory of local and regional trend data for the study area, including population and housing trends and projections; age, race, and ethnicity; income, labor force, industries, and commuting patterns; agricultural trends, resources, and economic impacts; natural resources; archaeological and historical resources; and local, county, regional, and state plans and regulations.

In the fall of 2012, the study team solicited opinions on potential impacts of Interstate conversion from a panel of local experts and stakeholders. Panel members were invited to participate based on their areas of expertise and their local knowledge of the study area. Panel members included local elected officials, local and regional land use and transportation planners, economic development professionals, and agricultural, natural, and cultural resource experts. Panelists were asked to complete an online questionnaire and mapping exercise and attend one of three facilitated panel discussions. Representatives from the following agencies and communities participated as panelists:

City of Appleton, Community and Economic Development	Town of Theresa
City of Glendale	Town of Vinland
City of Milwaukee	Calumet County Resources Management Department
City of Pewaukee	Dodge County
City of Wauwatosa	Fond du Lac County
City of West Bend, Economic and Community Development	Oshkosh Chamber of Commerce
Village of Ashwaubenon	Outagamie County Land Conservation Department
Village of Hales Corners	Outagamie County Planning Department
Village of North Fond du Lac	Ozaukee County
Village of Menomonee Falls	Washington County Economic Development Corporation
Village of Richfield	Washington County Planning & Parks Department
Village of Slinger	Waukesha County
Town of Addison	Winnebago County Planning Department
Town of Grand Chute	Bay-Lake Regional Planning Commission
Town of Greenville	East Central Wisconsin Regional Planning Commission
Town of Harrison	Southeast Wisconsin Regional Planning Commission
Town of Lamartine	Cedar Lakes Conservation Foundation
Town of Ledgeview	Wisconsin Department of Agriculture, Trade, Consumer Protection
Town of Lomira	Wisconsin Department of Natural Resources
Town of Menasha	National Park Service

The study team considered the inventory of the study area and the findings of the expert panel questionnaire, mapping exercise, and panel meetings to help inform the analysis of indirect effects. Potential impact areas considered by the study team were traffic volume, noise, and air quality; economic development; land

¹ Average commuting time in Wisconsin (by County) is 21.1 minutes. U.S. Census Bureau, American Community Survey: *5-Year Estimate of Average Travel Time to Work for Workers 16 years Old and Older Not Working at Home 2006–2010* <http://factfinder2.census.gov>

development; farmland; water quality (surface water, groundwater, wetlands); endangered species and wildlife habitat; historic and archaeological resources; and environmental justice communities (low income, minorities, elderly). Findings of the indirect effects analysis are summarized in the section that follows. The complete indirect and cumulative effects report is included on a CD at the back of this document.

3.1.2 Direct Impacts

3.1.2.1 No Interstate Designation Alternative

With this alternative, the study team and local experts anticipate that land development would occur in locations planned and zoned for development by local governments, and that the pace of development would not be affected. The pace of development would instead be tied to population growth and market demand. Market demand has slowed in recent years due to the economic recession and is not anticipated to rapidly recover. This alternative would not have adverse indirect impacts on farmland or natural resources in the study area.

The indirect impact identified by the study team that may result from the No Interstate Designation is the continued limitation of economic development potential, particularly on tourism, retail, highway services, and logistic businesses for communities along the US 41 corridor when compared to the Interstate Designation Alternative. See Section 3.1.2 of the full Indirect Effects Report on the CD at the back of this document for more information.

3.1.2.2 Interstate Designation Alternative

Based on the expert panel and research and analysis by the study team, the Interstate Designation Alternative is not expected to stimulate substantial indirect environmental effects.

Traffic. As noted in Section 1.3, even with Interstate conversion, traffic increases on US 41 or the adjacent local road network beyond historic trends are not likely. It is more likely that historical traffic count trends would continue increasing at a slower rate. Therefore, since the 2007 forecasts were based largely on historic traffic growth trends, and growth has generally slowed or become negative since 2008, notable increases in traffic are unlikely beyond the 2007 forecast volumes previously used by WisDOT. As a result, the impacts of traffic destined for infill and redevelopment sites near the US 41 interchanges, which would experience a slight increase in the pace of development as a result of Interstate conversion, would be minor and within the realm of what land use and transportation planners in the study area would envision for commercially-zoned land with access to freeway interchanges.

Noise. With or without Interstate conversion, the dominant noise source for sensitive receptors (e.g., residences, libraries, hospitals) adjacent to US 41 is US 41 traffic rather than the noise generated by new development. Normally traffic volumes have to double (100 percent growth) to experience a 3 decibel increase in noise. The average growth WisDOT forecast for the study corridor was about 35 percent, well below a doubling of traffic. As noted, Interstate conversion would not create a notable increase in traffic volumes beyond the 2007 forecast volumes used by WisDOT. Therefore, the noise impacts attributable to Interstate conversion traffic volume growth approaching the 2007 forecast volumes would be negligible for sensitive receptors adjacent to US 41 and infill and redevelopment sites near the US 41 interchanges that may develop at a faster pace with Interstate conversion. Because of land use planning and zoning regulations, sensitive receptors tend to be segregated from infill and redevelopment areas adjacent to US 41. The separation limits the likelihood of sensitive receptors experiencing increased noise levels as a result of Interstate conversion.

Air Quality. The potential increase in traffic approaching WisDOT's 2007 forecast volumes for the study corridor caused by Interstate conversion would not affect the level of pollutants regulated by USEPA under the Clean Air Act. With or without Interstate conversion, Milwaukee, Racine, and Waukesha counties will remain nonattainment areas for the 2006 fine particulate matter (PM_{2.5}) standard, and Kenosha County, east of I-94, will be in nonattainment for the 2008 8-hour ozone standard. All other project-area counties will remain in attainment for all federal criteria pollutants, including Kenosha County west of I-94.

Similarly, the potential minor traffic growth on the local road network adjacent to US 41 with Interstate conversion approaching 2007 forecast volumes would not cause localized air quality impacts (air quality hotspots).

Economic Development. To understand the potential differences between a US Highway and an Interstate Highway on industrial and commercial development along the US 41 corridor, WisDOT surveyed economic and community development experts in the US 41 corridor in fall 2011. The following are the key findings and themes from the survey responses of these experts:

- **Business Recruitment and Job Creation**—Access and visibility from an Interstate is a primary factor considered by businesses and developers in the site selection process. Interstate designation will open up new markets as some companies locate only along Interstate Highways (rather than US Highways). The ability to attract larger corporations will result in ancillary development of hotels, retail, restaurants, and other supporting businesses.
- **Business Retention and Expansion**—Local businesses are more likely to remain or expand in their community if US 41 is designated an Interstate Highway.
- **Tourism**—Tourists understand that Interstate Highways typically mean faster, safer travel, and increased attention to maintenance. Interstate designation will attract tourist travel to the route and may mean more customers for highway-oriented businesses, such as restaurants, gas stations, and hotels. The US 41 corridor will provide an alternative route to northeast Wisconsin and Door County from Milwaukee and Chicago that avoids downtown Milwaukee.
- **Property Values**—More than 70 percent of respondents believed that designation of US 41 as an Interstate Highway would increase commercial and industrial property values along the corridor.
- **Extent of Impact**—If converted, survey respondents thought that the potential economic impacts could extend 10 miles beyond the interchanges.

In the fall 2012, the project team solicited opinions from a panel of local experts and stakeholders on potential impacts associated with designating US Highway 41 to an Interstate Highway. The panel stated that Interstate conversion would likely assist the economic recovery in the study area. As is noted in the indirect and cumulative effects report, the benefits of interstate conversion discussed above are more likely to be experienced north of the Zoo Interchange in the part of the study area that is not Interstate than south of the Zoo Interchange that is currently signed as an Interstate.

Land Development. The study team collected and surveyed planning documents and land use regulations to understand the future land use and regulatory framework in the study area. In general, most communities in the study area have comprehensive plans that address a range of issues including land use, transportation, natural resources, and economic development. Most municipalities have zoning and subdivision ordinances to regulate land use. Maps 8a through 8d and 9a through 9b in Appendix 6.0 of the Indirect and Cumulative Effects Analysis Report on the CD at the back of this document depict the existing and planned future land use pattern in the study area.

The “Interstate brand” is expected to yield positive economic impacts, but Interstate conversion is not expected to induce additional land development, meaning that new development would occur in areas already planned for such by local governments. This assumption is consistent with the state’s requirement that local plans be consistent with zoning and development decisions. In general, local governments plan to preserve environmental corridors and natural resources and to develop areas where development most logically would occur (i.e., areas served by utilities and outside floodplains and wetland areas). The expert panel indicated that municipalities tend to follow their plans and that the Interstate Designation Alternative is not likely to cause a change in plans or regulations.

The study team and expert panel agreed that Interstate conversion may lead to a slight increase in the pace of nonresidential development and redevelopment, particularly at interchanges and other visible locations. Again, such locations are planned for development by local governments and are not likely to include significant natural resource features. Panelists also agreed that higher quality development may also occur. The recent economic downturn has slowed land development in the corridor over the past few years, and Interstate conversion may simply increase the pace of land development back to prerecession levels.

Farmland. The expert panel agreed that Interstate conversion would have a minimal effect on farmland conversion. The panel noted that the most common causes of disruption to farmland (changes to the pattern of access and

capacity improvements) are not part of the Interstate Designation Alternative. The expert panel also noted that the location of farmland conversion is controlled by local governments throughout the study area through comprehensive plans, farmland preservation plans, and zoning and subdivision regulations; and that these are not likely to be affected by interstate conversion. The panel noted that not all farmland is protected by these plans and regulations. Such farmland areas are typically planned for development, and will likely be converted to development over time regardless of the Interstate Designation Alternative; because, in many respects, it varies so minimally from the No Interstate Designation Alternative. Finally, the panel concurred that interstate conversion may slightly accelerate the pace of development in agricultural areas planned for growth—due to the positive effect of the interstate “brand” on certain forms of land use, although the slight pace of development impacts will likely be concentrated at interchanges where urban services are provided. Most of these locations in the study area are already developed.

Water Quality (Surface Water, Groundwater, Wetlands). The expert panel indicated that water quality may be affected slightly where land is developed at a faster rate with Interstate conversion. However, the amount and intensity of impact would be slight because additional development beyond that already planned is not an expected outcome of Interstate conversion. The panelists noted that water quality impacts could be positive or negative due to variations in existing conditions and the regulatory structure of the local jurisdiction (for example, higher quality stormwater regulations may yield positive outcomes to water quality with regard to stormwater runoff). Ultimately, the level of impact will vary based on development type, strength of local regulations, mitigation activities, and future conservation efforts.

Endangered Species and Wildlife Habitat. The expert panel agreed that interstate conversion would have a slight impact on endangered species and wildlife habitat. The panel noted that most sensitive environmental areas in the study area are already protected from development through wetland and floodplain protections, and through local development restrictions on development on steep slopes or in environmental corridor areas identified in local comprehensive plans. Even where direct protection in plans and policies are lacking, these areas are often avoided by development. The expert panel also noted that the location of development is controlled by local governments throughout the study area through comprehensive plans, farmland preservation plans, and zoning and subdivision regulations; and that these are not likely to be affected by Interstate conversion. The panel noted that not all endangered species or wildlife habitat is protected by these plans and regulations. Such areas are typically not farmland, but upland woods. Some of these areas are planned for development, and will likely be developed with or without Interstate conversion. Finally, the panel concurred that Interstate conversion may slightly accelerate the pace of development in upland woods, particularly at interchanges where urban services are provided.

Historic and Archaeological Resources. Development and redevelopment resulting from Interstate conversion may put slight pressure on historic buildings and sites if located at interchanges and other areas planned for development, but this can be managed through local regulations and state and national historic designations. Panelists indicated that excavation related to development could result in the discovery of archaeological sites or resources. Overall, they indicated that very few if any indirect impacts to historic and archaeological resources are expected.

Environmental Justice. Environmental justice populations will not be affected adversely by Interstate conversion because there will be no physical changes to US 41 or pedestrian, bicycle or transit accommodations. As a result no changes to travel patterns or mode of travel are expected with Interstate conversion. Some panelists suggested that the economic benefits associated with Interstate conversion as described above may lead to an overall increase in job opportunities, which could benefit environmental justice populations. If new employment related growth occurs as a result of interstate conversion, there may be a need for additional affordable housing. In many communities, higher density housing is planned near locations planned for employment. Future development of these areas may fill the need to provide affordable housing in the study area. Other panelists noted that although negative impacts on environmental justice populations are not an anticipated outcome of the Interstate conversion, public transportation options may be needed to reach new employment destinations.

3.1.3 Minimization and Mitigation Measures

The potential indirect effects associated with Interstate conversion are positive and negative. The positive impacts, such as economic growth, would not require mitigation. If development occurs as predicted, local

communities would use comprehensive planning, farmland preservation planning, transportation planning, zoning and other municipal powers to mitigate environmental and socioeconomic impacts viewed as adverse.

Since there are few impacts associated with the conversion, the project's indirect impacts cannot be minimized further.

3.2 Cumulative Effects

This section discusses the potential cumulative effects associated with Interstate conversion. As noted on page 3-1, cumulative effects result from the incremental impact of a project when added to other past, present, and reasonably foreseeable future projects regardless of what agency (federal or nonfederal) or person undertakes such other actions. The project's indirect effects are discussed in Section 3.1, and the project's direct effects are discussed in Sections 3.4 through 3.27.

3.2.1 Background

The study team conducted its cumulative effects analysis based on the 11-step process outlined in WisDOT's *Guidance for Conducting a Cumulative Effects Analysis*:

1. Identify the significant issues associated with the proposed action and define the assessment.
2. Establish geographic scope for the analysis.
3. Establish a period for analysis (into future).
4. Identify other actions affecting the natural, historic, cultural resources, ecosystems, and human communities of concern.
5. Characterize resources identified in scoping in terms of their response to change and capacity to withstand stress.
6. Characterize the stresses affecting these resources and their relation to regulatory thresholds.
7. Define a baseline condition for the resources.
8. Identify the important cause and effect relationships between human activities including the proposed project and resources.
9. Determine the magnitude and significance of cumulative effects to those resources identified in the analysis.
10. Modify or add alternatives to avoid, minimize, or mitigate significant cumulative effects.
11. Monitor the cumulative effects of the selected alternative and adapt management.

The study area selected for the analysis of cumulative effects is the same as that used for indirect effects (Exhibit 3-3). The time period for the cumulative effects analysis is 20 years, which corresponds with the planning horizon of most local comprehensive plans; however, it can be assumed that many of the effects identified in the analysis would continue to be valid after 20 years if local policies and regulations remain the same.

The study team considered the inventory of the study area and the findings of the expert panel questionnaire, mapping exercise, and panel meetings to help inform the cumulative effects analysis. The team also evaluated projects that will be completed as part of the Formal Conversion Request Package. The projects are shown in Appendix B. For the purpose of this analysis, the study team determined that, whether considered on an individual project basis or collectively, the future improvements to upgrade US 41 to Interstate standards would have minor impacts. Minor impacts would not result in notable changes to the built or natural environment and would not be considered controversial. Because the proposed projects to upgrade US 41 are expected to have minor impacts and the direct impacts of Interstate conversion are minimal, the project's contribution to cumulative effects is minor.

In addition to the projects included in the Formal Conversion Request Package, the project team evaluated projects included in WisDOT's Corridors 2030 Plan, which identifies numerous projects planned for study or

construction from 2008 to 2030. Of the projects listed in the plan, the study team identified those in the Green Bay area, Fox Valley, Fond du Lac area, and Milwaukee and Racine counties as the most likely to result in a cumulative impact in terms of induced land development and associated resource impacts.

The potential impact areas considered by the study team were economic development; land development; farmland; water quality (surface water, groundwater, wetlands); endangered species and wildlife habitat; historic and archaeological resources; and environmental justice communities (low income, minorities, elderly). Findings of the cumulative effects analysis are summarized in the section that follows. The complete indirect and cumulative effects report is included on a CD at the back of this document.

3.2.2 Direct Impacts

3.2.2.1 No Interstate Designation Alternative

As indicated in WisDOT's *Guidance for Conducting a Cumulative Effects Analysis*, only resources that have been identified as being potentially directly or indirectly affected by the project alternative need be further analyzed in a cumulative effects analysis. The only direct impact under the No-Interstate Designation Alternative is the retention of the US Highway designation, and the continued lack of an Interstate designation "brand" for the corridor, and the only indirect effect identified is the resulting potential to continue to limit economic development in the study area. Therefore, this alternative may contribute to cumulative impacts on limiting economic development in the study area.

The only indirect effect of the No Interstate Designation Alternative is the potential to limit economic development in the study area. Cumulative effects of No-Interstate Designation include the following:

- *Continued stagnation of commercial and industrial development (i.e., employment growth).* In recent years, population and employment growth, and land development activity in the study area have not kept pace with trend-based population and development projections made in local comprehensive plans, which is reflective of the current economic recession. New employment growth will primarily be based on the overall economic climate, and to a lesser extent, the amount of new residential development, population growth, and general development trends in the study area. If each of these forces continues on their current trajectory, the current rate of economic development is not expected to change with the No Interstate Designation Alternative. If broad economic recovery occurs, population, employment and development trends may return to long-term averages, but will unlikely make up for the lag caused by the depressed trends during the recession. Without the Interstate "brand," the No Interstate Designation Alternative will tend to result in a slower recovery of population, development and employment trends in the study area, and overall reduced long-term population, development and employment trends compared to the Interstate Designation Alternative.
- *Potential for infill and redevelopment growth at interchanges.* Because increasing highway capacity, particularly from two to four lanes (by freeway conversion, adding lanes or new interchanges) satisfies site selection criteria for some new businesses, the future transportation projects described in Section 4.2 of the Indirect Effects Report on the CD at the back of the document, may support some additional development activity. Development induced by future transportation projects will likely occur in planned growth areas (in compliance with the state's consistency legislation²) in the vicinity of new interchanges and in high visibility locations along those highway corridors. As noted above, the current rate of economic development is not expected to change with the No Interstate Designation Alternative.

3.2.2.2 Interstate Designation Alternative

Based on the findings of the expert panel and research and analysis by the study team, the Interstate Designation Alternative may contribute to the cumulative effects listed below.

Noise. Local units of government along the US 41 corridor are planning for substantial long-term population

² The 1999 Comprehensive Planning Law requires that beginning on January 1, 2010, if a local governmental unit engages in establishing or amending an official map, subdivision regulation, or enacting or amending general or shoreland/wetland zoning ordinances, those actions must be consistent with that local governmental unit's comprehensive plan.

growth and development. The specific pattern, type, and intensity of development is largely under municipal or county control, and relates primarily to comprehensive planning and zoning decisions, and the availability of local roads, potable water, and sanitary sewer systems, in responding to the general economy. A consensus opinion of the economic survey respondents, local experts, and the study team is that the long-term pace of development will likely marginally increase as a result of the Interstate Designation Alternative. The potential increase in the long-term pace of development is discussed below under the headings Economic Development and Land Development. Long-term development resulting from Interstate conversion will likely be focused on both infill and redevelopment sites near the highway interchanges, and on sites near roads and highways connecting at interchanges with the US 41 corridor. The possible additional traffic noise associated with the potential increase in traffic volumes approaching WisDOT's 2007 forecast volumes, development activity, and post-development activities resulting from such development is likely to be minimal. In general, the noise impacts likely to occur in the long term are much more strongly related to the combination of the general economy, local plans and regulations, and the presence of infrastructure, than to the effects of Interstate conversion.

Air. Local units of government along the US 41 corridor are planning for substantial long-term population growth and development. The specific pattern, type, and intensity of development is largely under municipal or county control, and relates primarily to comprehensive planning and zoning decisions, and the availability of local roads, potable water, and sanitary sewer systems, in responding to the general economy. The opinion of the economic survey respondents, local experts, and the study team is that the long-term pace of development likely will increase marginally as a result of the Interstate Designation Alternative. See discussions below. Long-term development resulting from Interstate conversion will likely be focused on both infill and redevelopment sites near the highway interchanges, and on sites near roads and highways connecting at interchanges with the US 41 corridor. The additional air quality impacts associated with the slight increase in traffic volumes, development activity, and post-development activities resulting from such development is likely to be minimal. In general, the air quality impacts likely to occur in the long term are much more strongly related to the combination of the general economy, local plans and regulations, and the presence of infrastructure, than to the effects of Interstate conversion.

Economic Development. The positive economic impacts associated with "Interstate brand" resulting from Interstate conversion may improve the marketability of sites and lead to an increase in the rate at which sites are prepared for future development (grading, provision of utilities and roads), meeting the study's purpose and need. As discussed under Indirect Impacts, the amount and location of new development ultimately will be tied to land use plans, zoning, and an overall economic recovery, in addition to the suitability of sites.

Interstate conversion may slightly increase the volume of tourism-related travel on the corridor, as US 41 may be considered an alternative to I-43, particularly for out-of-state travelers. Improvements associated with other nearby highway projects could potentially strengthen this connection.

Land Development. The slight increase in pace of nonresidential development associated with Interstate conversion may naturally lead to job creation and subsequently more demand for housing. Further, higher quality nonresidential development may improve the ability of communities along the corridor to compete for residential growth. New residential growth most likely will occur in areas planned for such by local communities. Notably, some residential growth may occur in urban areas, which would minimize conversion of farmland or natural resource impacts. On the other hand, scattered rural residential, if permitted, may have impacts to farmland areas and rural upland habitat areas.

Future transportation projects in the study area, in combination with Interstate conversion of US 41, may support additional development activity than might otherwise occur. Such development is most likely to occur in planned growth areas, at interchanges, and at visible locations along adjacent highway corridors where improvements are constructed. As noted, new development ultimately will be tied to land use plans, zoning, whether the site is shovel-ready, and the overall economic climate. Redevelopment of brownfield and grayfield sites as an indirect outcome of Interstate conversion would likely lead to less or delayed development of greenfield sites.

Farmland. The combined effect of urbanization, suburbanization, and development of scattered rural housing has resulted in considerable loss of agricultural lands over the past half century. Past transportation projects and land development has led to the fragmentation of active agricultural lands, which adversely affects the economic

viability of farm operations. Nonagricultural land uses near farming operations, particularly residential, often result in conflicts, such as odors (from manure spreading), noise (night fieldwork), and pesticide applications. Each trend, though unrelated to Interstate conversion, has had significant impacts to farmland. Fortunately, such trends will be countered by state farmland preservation law and the adoption of farmland preservation zoning by many local governments. Further, there are no projects where new state highways or bypasses are planned in the study area; therefore farmland fragmentation impacts are not expected.

The slight increase in pace of nonresidential development associated with Interstate conversion may increase land values near the corridor, particularly at interchanges and other highly visible locations. Higher land values provide an incentive for landowners to sell land to developers and may make acquisition of land for agricultural purposes more costly for farmers, a fact that is compounded by an overall increase in competition for agricultural land. Agricultural lands adjacent to Interstate interchanges will likely experience a higher degree of development pressure when development begins to occur. The rate of farmland conversions to nonagricultural uses ultimately will be a factor of economic conditions, local plans, and each community's desire to preserve agriculture.

Water Quality (Surface Water, Groundwater, Wetlands). Water quality in the study area has been affected over the years by urban and agricultural land use practices as well as pollutants associated with chemical storage, road salt, accidental spills, leaking underground storage tanks, leaking underground pipes and sewers, animal feed lots, fertilizers, septic tanks, sewage lagoons, sumps and dry wells, improperly abandoned wells, and stormwater runoff.

Impervious surfaces associated with new development with Interstate conversion may slightly increase stormwater runoff and reduce the quality and ecological integrity of water resources. Many communities in the study area have recently adopted regulations that are more protective of water resources than those that had previously been in place. New development will be required to meet the new, stricter standards. In certain cases, new development, or redevelopment, may slightly reverse adverse impacts to water quality.

Most drinking water in the study area is derived from groundwater aquifers, but many communities in the study area rely on Lake Winnebago and Lake Michigan for potable water. Land development in the corridor area will likely result in more residents and slightly more consumption, which could affect water tables and may stress the groundwater resources. The amount of new land development associated with Interstate conversion is anticipated to be minimal; therefore, water consumption impacts resulting from Interstate conversion are also expected to be minimal.

Endangered Species and Wildlife Habitat. Past transportation projects and land development practices have led to destruction, loss, and fragmentation of woodlands and wildlife habitat areas. Future development associated with Interstate conversion, if it occurs in woodland areas, may reduce the quantity and quality of wildlife habitat in the study area. As noted, local governments tend to plan for preservation of environmental corridors and natural resources. In addition, the cost of clearing woodland lots is a deterrent to development. Habitat and woodland lots at interchanges and other planned development locations likely are compromised because of proximity to high volume/high speed highway. Therefore, cumulative impacts to woodlands and habitat areas are likely to be minimal.

WDNR has identified the introduction and spread of invasive species as the greatest threat to the long-term health and sustainability of the state's wetlands. Panelists indicated that the presence of invasive species has long been a concern in the study area. Past human activities, including land development, farming, and recreation have resulted in the introduction and spread of invasive species. Interstate conversion will not directly result in the spread or introduction of invasive species, but land development and recreational activities, including boating and fishing, may contribute to their continued adverse impacts. Such impacts are tied to habitat impacts, as previously described.

Historic and Archaeological Resources. There are no direct impacts to historic or archaeological resources with the Interstate Designation Alternative. No specific indirect impacts to these resources were identified for historical or archaeological resources. As a result, the Interstate Designation Alternative would not contribute to cumulative impacts on historical or archaeological resources.

Environmental Justice. The availability of public and nonmotorized vehicle transportation options (sidewalks, bike lanes, paths, trails) varies throughout the study area, with metro areas having a greater abundance of such options. As new development occurs, multiple transportation options beyond the single occupancy vehicle may

be needed. Transportation options will be helpful for all individuals in the study area to reach new employment destinations. A need for new affordable housing will likely occur. In many communities, higher density housing is planned near locations planned for employment. Future development of these areas may fill the need to provide affordable housing in the study area.

3.2.3 Minimization and Mitigation Measures

As with mitigation for indirect effects, study area communities would decide whether growth attributable to Interstate conversion is responsible for environmental and socioeconomic cumulative impacts that should be mitigated. If local communities decide mitigation is required, they would apply comprehensive planning, farmland preservation planning, transportation planning, zoning and other municipal powers to address adverse impact. Since there are few impacts associated with the conversion, the project's indirect impacts cannot be minimized further.

3.3 Future Improvement Projects

3.3.1 Existing Conditions

This section considers two types of future projects: those that have a connection to Interstate conversion, and others along the US 41 corridor that have no relationship to this project. WisDOT has developed a list of future improvement projects on US 41 within the study corridor expected to be completed in the short- (2012–2013) and mid-term (2014–2027); see Appendix B. These projects, which will be part of the project's Formal Conversion Request Package, are to be completed as part of WisDOT's programming, whether or not US 41 is converted to an Interstate because the 70 mph freeway standards WisDOT uses on US 41 improvement projects substantially match the Interstate standards in AASHTO's *A Policy on Design Standards—Interstate System*.

Several major highway projects in the study corridor, at various stages of completion, are under way to address deficiencies on highly traveled segments of the state's highway system. They have no connection to Interstate conversion. The major projects include US 41 (De Pere to Suamico), US 10/WIS 441 Interchange, US 41 (WIS 26 to Breezewood Lane), the Zoo Interchange, and I-94 North-South (Milwaukee, Racine, and Kenosha Counties). The major projects' impacts, including any required capacity expansion, have already been addressed in each project's environmental document.

3.3.2 Direct Impacts

3.3.2.1 No Interstate Designation Alternative

Because both types of future projects would be constructed with or without Interstate conversion, the impacts of the No Interstate Designation Alternative would be the same as the impacts of the Interstate Designation Alternative described below.

3.3.2.2 Interstate Designation Alternative

WisDOT evaluated the reasonably foreseeable projects unrelated to Interstate conversion along the study corridor, including the major projects mentioned in Section 2.3.2.5 and applicable projects in WisDOT's Corridors 2030 Plan, and determined that Interstate conversion would not create a need for additional design changes to accommodate Interstate standards. WisDOT also evaluated the future projects required to bring US 41 up to Interstate standards. While WisDOT did not evaluate the specific impacts for each project, it did evaluate the overall level of anticipated impacts for the projects. Based on environmental documents completed or in process for some projects, past project experience with similar projects, and a GIS database review of key environmental resources associated with proposed improvements, WisDOT determined the future improvement projects associated with conversion on US 41 would have a low likelihood of significant environmental impacts.

3.3.3 Minimization and Mitigation Measures

The future improvement projects needed to bring US 41 up to Interstate standards are not part of the conversion project and, therefore, will not contribute to the conversion project's direct impacts. The need for mitigation measures for future improvements to US 41 will be evaluated as part of each project's future environmental process.

3.4 Oversize / Overweight Vehicles

3.4.1 Existing Conditions

The size, weight, and load of vehicles traveling on US 41 are regulated and restricted in accordance with the Code of Federal Regulations (CFR) Title 23 Highways Chapter I Part 657 (*Certification of Size and Weight Enforcement*), CFR Title 23 Highways Chapter I Part 658 (*Truck Size and Weight, Route Designations-Length, Width and Weight Limits*) and Wisconsin State Statutes Chapter 348 (*Vehicles-Size, Weight and Load*).

In this document, the terms *oversize*, *overweight*, and *oversize/overweight (OSOW)* refer to vehicles that are currently hauling legally on US 41 in Wisconsin by either state statute or permit but that do not meet current federal Interstate regulations. The maximum gross vehicle weight allowed on Interstates is 80,000 pounds, except where lower gross vehicle weight is dictated by the bridge formula. Currently on US 41, trucks hauling certain commodities are authorized by Wisconsin law to haul at over 80,000 pounds. This is authorized by permit or statutory exception for divisible loads (i.e., a load that could be divided into smaller loads) as established in Wisconsin Statute 348, and by chapters of Wisconsin Administrative Code. Common divisible loads currently allowed by permit or statute include shipments of milk, timber, fresh vegetables, livestock, garbage, and scrap metal.

A *nondivisible load* is one manufactured by an original equipment manufacturer, such as a generator or a mobile home, which, if dismantled, might not function as intended or might require complex reassembly. Nondivisible loads include overweight sealed international containers that are legally allowed by state statute. Nondivisible loads are allowed to obtain permits for operation on Interstate Highways and therefore would not be affected if US 41 were converted to an Interstate. Similarly, oversize loads are also allowed to obtain permits for operation on Interstate highways and therefore would not be affected if US 41 were converted to an Interstate.

In east central Wisconsin, US 41 is a primary north-south OSOW corridor, flanked by I-39 and I-43, which have the same OSOW designations (Exhibit 3-4). The OSOW freight network represents a core subset of the state highway network that can accommodate most OSOW permitted loads. The network contains commonly traveled routes that support industry needs.

3.4.2 Number of Overweight Vehicles in the Study Corridor

In October 2011, WisDOT conducted a truck count in southern Brown County to assist in estimating the type and number of overweight carriers legally hauling over federal weight limits on the entire length of the US 41 corridor. The results were applied to the study corridor (Table 3-1). Vehicles legally hauling over federal weight limits in the study corridor range from about 580 to 1,619 a day or 12 to 20 percent of the truck stream on US 41.

TABLE 3-1

US 41 Traffic Volumes Along Interstate Conversion Segment

County	Range of AADT ^a	2006–2010 Average AADT	Total Truck AADT	Average Estimated OSOW Permit
Brown	40,900–72,700	57,560	4,605	737
Outagamie	40,800–75,400	53,670	5,260	842
Winnebago	34,400–86,000	58,840	10,120	1,619
Fond du Lac	31,200–41,900	34,700	5,413	866
Dodge	29,600–32,500	30,780	4,802	768
Washington	29,500–69,300	41,640	3,623	580
Waukesha	74,500–82,400	79,420	6,910	1,106
Milwaukee ^b	87,900–103,500	92,350	8,034	1,286

^a Average annual daily traffic based on years 2006 through 2010

^b Traffic information north of Silver Spring Drive (WIS 100) is used, because OSOW vehicles leave US 45 at WIS 100 to avoid entering the Interstate System.

3.4.3 Proposed Grandfathering Legislation

Federal legislation is being developed that would allow OSOW trucks currently authorized to operate on US 41 to use I-41. This grandfathering legislation would only allow trucks currently hauling over federal weight limits authorized by existing Wisconsin statute or permit to continue using the road. In the mid-1990s, federal legislation was passed allowing trucks that were already hauling on US 51 by permit or state statute to continue using the highway when it became I-39. The proposed grandfathering legislation for US 41 would be the same type as that enacted for I-39. Because it is uncertain whether the federal grandfathering legislation will pass before the approval of this environmental document, WisDOT has committed not to convert US 41 to an Interstate until the grandfathering legislation is law. A letter from WisDOT committing to postpone Interstate conversion pending the passage of the federal grandfathering legislation is found in Appendix A (page 9). In this case, the No Interstate Designation Alternative would be selected for this project and a new environmental document would be prepared if the legislation was passed in the future.

3.4.4 Direct Impacts

3.4.4.1 No Interstate Designation Alternative

Under the No Interstate Designation Alternative there would be no changes to the gross vehicle weights allowed on US 41 and the OSOW permitting process.

3.4.4.2 Interstate Designation Alternative

The proposed grandfathering legislation will “lock-in” current configurations and gross vehicle weights that are permitted or allowed by state statute at the time the grandfathering legislation is enacted. The legislation will avoid impacts to OSOW haulers and the industries they serve in the near term. However, in the long term locking in current permits and state statutes may affect operators of OSOW trucks on US 41. The potential impact would arise if a future state statute or permit that provided for a favorable axle configuration with an increased weight were enacted. Because the new state statute or permit was enacted after locking in the current configurations and gross vehicle weights, trucks on Interstate 41 would not be allowed to operate under the more favorable state statute or permit without a separate act of Congress. Not being able to realize the advantages of the new axle configuration and higher weights could be an impact to industries that routinely ship OSOW loads and truck operators hauling on Interstate 41.

Appendix C contains a technical memorandum with more information about the OSOW evaluation WisDOT conducted as part of the study.

3.4.5 Minimization and Mitigation Measures

No mitigation will be needed, because if federal grandfathering legislation is not passed, the No Interstate Designation Alternative will be selected.

3.5 Outdoor Advertising

3.5.1 Existing Conditions

US 41 is defined as a freeway, and the applicable laws defining the signing requirements on US 41 include 23 CFR 750 – Highway Beautification, WisDOT administrative rules, Chapter Trans 201, and Wisconsin State Statute 84.30. Chapter Trans 201 (*Control of Outdoor Advertising Along and Visible from Highways on the Interstate and Federal-aid Primary Systems*) defines types of signs that are regulated adjacent to the National Highway System and Interstates.

The sole regulated signs of interest in this study are off-property signs. An off-property sign means a sign that advertises a business not located on the land where the sign is sited. Off-property signs may be conforming (meet the requirements of Wisconsin State Statute 84.30, Trans. 201, or CFR 750), nonconforming (a sign lawfully erected that subsequently did or does not conform to the requirements of Wisconsin State Statute 84.30, Trans. 201, or CFR 750) or illegal (a sign erected without a permit or a sign that violates any requirement of a permit, Trans. 201, or Wisconsin State Statute 84.30).

To determine how many off-property advertising signs would be affected by Interstate conversion, WisDOT field verified the existing inventory of off-property signs along US 41.

Table 3-2 identifies the status of off-property signs along US 41. As noted in Table 3-2, most off-property signs in the project area are conforming. WisDOT created the “undetermined” category to include signs that require further research to determine their status.

3.5.2 Direct Impacts

3.5.2.1 No Interstate Designation Alternative

Under the No Interstate Designation Alternative, the existing outdoor advertising signing

requirements along US 41 would remain in effect. All currently conforming signs would be unaffected, and new signs could be installed along the corridor that conform to WisDOT regulations. WisDOT would treat all nonconforming and illegal signs the same as with Interstate conversion. See the discussion below.

3.5.2.2 Interstate Designation Alternative

If US 41 is designated an Interstate, it will become subject to the 1961 state-federal agreement regarding the regulation of billboards along Interstate Highways known as the Bonus Act Agreement. The permitting requirements for off-property signs on Interstate Highways are different than the requirements on other highways. If US 41 is designated an Interstate:

- All existing conforming signs (168) will become nonconforming. All nonconforming signs will be allowed to remain in place, however; they cannot be modified or rebuilt if the cost exceeds 50 percent of the replacement value.
- New off-property signs can only be installed on land that has been within the corporate boundary of a city or village on or before September 1, 1959 and is today zoned commercial or industrial, or the land must have been zoned commercial or industrial on or before September 1, 1959 and is still similarly zoned.

The impacts of federal regulations not allowing new off-property signs cannot be quantified because the potential locations of new outdoor advertising signs are unknown. However, off-property signs will still be able to be installed along other highways. In addition, the land adjacent to US 41 that could have been used for outdoor advertising can be used for other purposes.

WisDOT’s sign survey identified 341 off-property signs along the US 41 corridor (Table 3-3). Table 3-3 indicates the status of existing off property signs with Interstate conversion. Although Table 3-3 indicates that 277 signs would be nonconforming with Interstate conversion, the real impact of conversion would be on the 168 existing conforming signs that would become nonconforming. As noted, the existing 109 nonconforming signs would not be affected by conversion. Nonconforming signs now have the same limitations on improvements as they would with Interstate conversion. Interstate conversion would also not affect the 6 illegal signs, which are following the normal WisDOT procedure for removal. More research is required on the 58 undetermined signs to determine how they would be affected by Interstate conversion.

TABLE 3-2
Existing Off Property Sign Status

County	Conforming	Nonconforming	Illegal	Undetermined
Milwaukee	6	3	0	0
Waukesha	2	1	0	0
Washington	35	33	0	0
Dodge	1	0	0	0
Fond du Lac	19	16	1	4
Winnebago	65	43	0	19
Outagamie	17	11	0	31
Brown	23	2	5	4
Total	168	109	6	58

In spring 2012, WisDOT approached the Outdoor Advertising Association about holding a meeting to discuss the project's potential impacts to off-property signs and obtain the industry's input. The Association declined to meet with WisDOT because their member companies that would be affected by interstate conversion have a good grasp of the scope of the project and its impact on their billboard sites. Neither representatives from the Outdoor Advertising Association nor its member companies attended the six public information meetings in May 2012.

Appendix C contains a technical memorandum with more information about the outdoor advertising evaluation conducted as part of the study.

TABLE 3-3
Off-Property Sign Status with Interstate Conversion

County	Conforming	Nonconforming	Illegal	Undetermined
Milwaukee	0	9	0	0
Waukesha	0	3	0	0
Washington	0	68	0	0
Dodge	0	1	0	0
Fond du Lac	0	35	1	4
Winnebago	0	108	0	19
Outagamie	0	28	0	31
Brown	0	25	5	4
Total	0	277	6	58

3.5.3 Minimization and Mitigation Measures

Impacts to off-property signs have been minimized by allowing nonconforming signs to remain in place. No other minimization or mitigation measures are planned.

3.6 General Economics

3.6.1 Existing Conditions

There is a wide range of economic activities adjacent to the 175-mile project corridor that depend on US 41 for the efficient transport of raw materials, finished products, customers, and workforce. The bullets in the Economics text (Section 1.2.1) of Section 1 indicate the level of manufacturing (e.g., Oshkosh Corporation (Oshkosh Trucks) in Appleton and Oshkosh, Mercury Marine in Fond du Lac, and Harley Davidson in Milwaukee), regional shopping centers (e.g. Fox Valley Mall in Appleton, The Outlet Shoppes at Oshkosh, Pleasant Prairie Premium Outlets) and wholesale and retail trade establishments within the study area. Interchanges along the corridor have a full range of highway services. In addition, there are notable opportunities for recreation (e.g. boating and fishing on Lake Butte des Morts) and tourism (e.g. Fox Cities Stadium, EAA AirVenture Museum and fly-in, and the Milwaukee County Zoo) along the project corridor. Between the project's major communities, agriculture is an important land use and economic activity.

3.6.2 Direct Impacts

3.6.2.1 No Interstate Designation Alternative

The No Interstate Designation Alternative would maintain the US highway status of US 41 and the relatively unique status of Fond du Lac, Oshkosh, and Appleton, among cities their size in Wisconsin and nationally, of being underserved by the Interstate system. Nationwide, Interstate status is a driver of economic development activity. As noted in Section 2, although the function of US 41 is now essentially the same as that of an Interstate, people making site selection decisions prefer locations on Interstate Highways to locations on 4-lane highways like US 41 with similar access control as an Interstate. With the No Interstate Designation Alternative, US 41 will maintain its current importance to commerce and tourism in cities such as Fond du Lac, Oshkosh, and Appleton, but those cities and others in the study corridor will continue to be overlooked by national retailers and other major companies that only locate adjacent to an Interstate.

3.6.2.2 Interstate Designation Alternative

Unlike the No Interstate Designation Alternative, this alternative would convert US 41 to an Interstate north of the Zoo Interchange and increase the profile of cities in the Fox Valley and throughout the Interstate conversion study area by virtue of their location on an Interstate. According to a panel of local experts and stakeholders

WisDOT interviewed in fall 2012, the increased profile of the US 41 corridor will be the most important impact of Interstate conversion. The interstate status is expected to elevate this corridor during site selection processes of national retailers and other major companies that would not have considered locating on US 41.

3.6.3 Minimization and Mitigation Measures

Because the impacts of Interstate conversion will generally have positive impacts on the economy, no minimization or mitigation measures are required.

3.7 Business

3.7.1 Existing Conditions

As noted in Section 1.2.1 and 3.1.1, there is a wide range of businesses and business areas along the US 41 corridor, particularly within the study area's largest communities.

3.7.2 Direct Impacts

3.7.2.1 No Interstate Designation Alternative

The No Interstate Designation Alternative is similar to the Interstate Designation Alternative in that it would not displace businesses, affect business owners or employees, or change existing business access to US 41. Because it would not affect the designation of US 41 or other routes, it would not result in costs for businesses to change their advertising or other business materials. As is noted under General Economics, the lack of Interstate conversion could mean that businesses in the study corridor may not reach their full economic development potential.

3.7.2.2 Interstate Designation Alternative

The Interstate Designation Alternative would not displace businesses, affect business owners or employees, or change business access to US 41. However, by changing route designations from US 41 to I-41, the alternative may cause some businesses to update their advertising and other business materials. In addition to the US 41 and US 45 corridor between the Zoo Interchange in Milwaukee and Green Bay, three other areas would be affected by the I-41 designation:

- The segment of US 41 between the Stadium interchange where US 41 departs I-94 and the US 45/US 41/WIS 175 interchange on Milwaukee's north side
- The segment of US 41 between the Mitchell Interchange and the Stadium Interchange
- The segment of I-94/I-43/I-894 between the south project terminus and the Zoo Interchange

In the areas noted above, potential impacts related to a change in route number would be limited to businesses that may have to update advertising and other materials that describe the business location to reflect the change in route number. Costs associated with updating business advertising and other materials are expected to be minimal.

3.7.3 Minimization and Mitigation Measures

In general, Interstate conversion would have positive impacts on study area businesses. There are no practicable minimization or mitigation measures for businesses that will incur costs to update their business advertising and other materials.

3.8 Agriculture

3.8.1 Existing Conditions

Farming is a major land use in the study area and a vital part of its economy. Agricultural land adjacent to US 41 is more prevalent in parts of Racine and Kenosha counties and between northern Waukesha County and Oshkosh, than elsewhere in the project area. Table 3-4 contains key agricultural statistics for project-area counties.

TABLE 3-4
Agricultural Statistics for Project-Area Counties

Name	Total Land Area of County (acres)	Total Land in Farms (acres)	Percent of total Area Devoted to Farming	Number of Farms	Average Farm Size (acres)	Total Value of Agriculture Products Sold
Brown	338,579	187,167	55	1,053	178	\$253,758,000
Dodge	570,843	412,949	72	1,979	209	\$294,832,000
Fond du Lac	464,869	335,745	72	1,643	204	\$290,417,000
Kenosha	178,131	84,345	47	460	183	\$59,726,000
Milwaukee	154,355	5,485	4	96	57	\$9,927,000
Outagamie	410,242	247,482	60	1,362	182	\$236,703,000
Racine	214,704	120,459	56	652	185	\$101,923,000
Washington	278,778	129,790	47	831	156	\$107,767,000
Waukesha	368,299	86,602	23	675	128	\$45,243,000
Winnebago	283,646	164,014	58	1,001	164	\$107,762,000

Source: USDA Census of Agriculture 2007.

The Federal Farmland Protection Policy Act, enacted by Congress in 1984, established criteria for identifying and considering the effects of federal programs on the conversion of farmland to nonagricultural uses. The fundamental purpose of the act is to minimize the extent of farmland conversion and impacts and to “assure that federal programs are administered in a manner that, to the extent practicable, will be compatible with state, unit of local government, and private programs and policies to protect farmland.”

3.8.2 Direct Impacts

3.8.2.1 No Interstate Designation Alternative

The No Interstate Designation Alternative would not affect agricultural land in the project area.

3.8.2.2 Interstate Designation Alternative

Interstate conversion would require changing highway signs and other minor improvements in WisDOT’s right-of-way. No agricultural land would be affected by the Interstate Designation Alternative. Additionally, the Interstate Designation Alternative would be compatible with state, local, or private programs and policies designed to protect farmland.

3.8.3 Minimization and Mitigation Measures

Because there will be no agricultural impacts, there are no opportunities to further minimize them, and so no mitigation is required.

3.9 Community/Residential

3.9.1 Existing Conditions

As noted in Section 1, 2010 Census data show there are more than 50 communities within the project’s 10 counties, comprising 25 percent (over 1.4 million people) of the entire state population. The largest communities in the project area are Kenosha, Racine, Milwaukee, Fond du Lac, Oshkosh, Neenah, Appleton and Green Bay. In Racine and Kenosha counties, newer subdivisions have developed adjacent to US 41. In Milwaukee County, established residential neighborhoods are adjacent to US 41. In Waukesha and Washington counties, newer, large-lot subdivisions have also developed adjacent to US 41. From Fond du Lac to Green Bay, established neighborhoods in those cities have developed near US 41. Throughout the corridor there are residences on farms adjacent to US 41.

3.9.2 Direct Impacts

3.9.2.1 No Interstate Designation Alternative

The No Interstate Designation Alternative would not affect communities or residential development within the project area adjacent to US 41. Access from residential areas and other land uses in project-area communities also would not be affected.

3.9.2.2 Interstate Designation Alternative

Interstate conversion would require changing signs and other minor improvements within WisDOT's right-of-way. The proposed action would not displace residences or community facilities or require new right-of-way from residential properties. There would be no change in access to US 41 for residents along the study corridor. Section 3.19 discusses how noise has been considered with Interstate conversion.

3.9.3 Minimization and Mitigation Measures

Because the Interstate conversion project will have no adverse impacts to study area communities and residential areas, there are no opportunities to minimize impacts, and so no mitigation is required.

3.10 Environmental Justice

3.10.1 Existing Conditions

A description of the minority and low-income Environmental Justice populations along the project area is summarized below and depicted on Exhibits 3-5 and 3-6.

3.10.1.1 Project Area Race and Ethnicity Data

Table 3-5 lists the 2010 Census statistics for race and ethnicity in project area counties. As indicated below, the majority of the population is white in all project area counties. Milwaukee County is the most racially diverse county in the project area with nearly 40 percent of the population nonwhite. Exhibit 3-5 depicts census tracts in study area counties where the raw number of and percentage of minority population (nonwhite) is greater than the county per tract average. As depicted on the exhibit, there are numerous census tracts in the study area with large minority populations, many of which are located adjacent to the US 41 corridor. Exhibit 3-6 depicts census tracts in study area counties where the raw number of and percentage of Hispanic or Latino population exceeds the county per tract average. Counties with large concentrations of Hispanic or Latino populations in the vicinity of the US 41 corridor include Fond du Lac, Winnebago, Outagamie and Brown.

3.10.1.2 Project Area Poverty Rates

Table 3-6 lists the percentage of individuals living below the poverty level in project area counties. In 2013, a family of 4 with 2 children under the age of 18 would be considered in poverty if the family's total income was less than \$23,550 (Department of Health and Human Services, 2013). Nearly 20 percent of the population in Milwaukee County is living below the poverty level. Exhibit 3-7 depicts census tracts where the percentage of individuals living below the poverty level is greater than the county average. As depicted in Exhibit 3-7, numerous census tracts with concentrations of individuals living below the poverty level are located along the US 41 corridor in Milwaukee, Fond du Lac, Winnebago, Outagamie, and Brown counties.

3.10.1.3 Project Area Age Data

Table 3-7 lists the median age of residents in project area counties as well as the percentages of the population in each county under age 5, under age 18, and over age 65. Exhibit 3-8 depicts census tracts in project area counties where the raw number of and percentage of elderly (65+) is greater than the county average. As depicted on Exhibit 3-8, the majority of census tracts in the study area have a large elderly population including numerous Census tracts with concentrations of elderly individuals located along the entire US 41 corridor.

TABLE 3-5
Race and Ethnicity of Study Area Counties

County	Race					Ethnicity	
	White	Black or African American	American Indian or Alaskan Native	Asian	Native Hawaiian or Other Pacific Islander	Some Other Race	Hispanic or Latino
Brown	86.5%	2.2%	2.7%	2.7%	0.0%	3.7%	7.3%
Calumet ^a	94.3%	0.5%	0.4%	2.1%	0.0%	1.4%	3.5%
Dodge	93.8%	2.7%	0.4%	0.5%	0.0%	1.5%	4.0%
Fond du Lac	94.1%	1.3%	0.5%	1.1%	0.0%	1.7%	4.3%
Kenosha	83.8%	6.6%	0.5%	1.4%	0.0%	4.7%	11.8%
Milwaukee	60.6%	26.8%	0.7%	0.4%	0.0%	5.4%	13.3%
Oconto ^a	96.7%	0.2%	1.2%	0.3%	0.0%	0.5%	1.4%
Outagamie	91.3%	1.0%	1.7%	3.0%	0.0%	1.5%	3.6%
Ozaukee ^a	94.9%	1.4%	0.2%	1.7%	0.0%	0.6%	2.3%
Racine	79.7%	11.1%	0.4%	1.1%	0.0%	5.1%	11.5%
Washington	95.8%	0.9%	0.3%	1.1%	0.0%	0.8%	2.6%
Waukesha	93.3%	1.3%	0.3%	2.7%	0.0%	1.0%	4.1%
Winnebago	92.5%	1.8%	0.6%	2.3%	0.0%	1.3%	3.5%

Source: U.S. Census 2010

^a Calumet, Oconto, and Ozaukee counties are outside the study area but included in this table because the project's indirect development effects are anticipated to extend to these counties, as parts of them are within the 20-minute travel time commutershed from US 41.

TABLE 3-6
Poverty Rate in Study Area Counties

County	% Population Below Poverty Level
Brown	10.3
Calumet ^a	5.5
Dodge	7.8
Fond du Lac	9.2
Kenosha	11.7
Milwaukee	19.2
Oconto ^a	11.8
Outagamie	8.5
Ozaukee ^a	4.5
Racine	11.5
Washington	5.4
Waukesha	4.4
Winnebago	10.5

Source: American Community Survey (2006–2010)

^a Calumet, Oconto and Ozaukee counties are outside the study area, but included in this table because the project's indirect development effects are anticipated to extend to these counties as portions of them are located within the 20-minute travel time commutershed from US 41.

TABLE 3-7
Age in Study Area Counties

	Percentage of Population Under Age 5	Percentage of Population Under Age 18	Percentage of Population Over Age 65	Median Age
Brown County	6.9	24.9	11.6	36.2
Calumet County ^a	7.0	27.0	11.5	38.4
Dodge County	5.7	22.1	14.9	40.7
Fond du Lac County	5.9	22.7	15.0	40.2
Kenosha	6.6	25.7	11.2	36.3
Milwaukee County	7.3	24.9	11.5	33.6
Oconto County ^a	5.6	22.4	16.0	43.7
Outagamie County	6.6	25.1	11.8	37.1
Ozaukee County ^a	5.3	23.6	15.3	42.9
Racine	6.5	24.8	13.2	39.0
Washington County	6.2	24.5	13.5	40.9
Waukesha County	5.5	24.1	14.3	42.0
Winnebago County	5.9	21.6	13.4	37.9

Source: Source: U.S. Census 2010

^a Calumet, Oconto and Ozaukee counties are outside the study area, but included in this table because the project's indirect development effects are anticipated to extend to these counties as portions of them are located within the 20-minute travel time commutershed from US 41.

3.10.1.4 Project Area Disabled Populations

The study team did not analyze disabled populations in the project area due to lack of available data. However, these populations tend to be located in the same areas as other Environmental Justice populations.

3.10.2 Direct Impacts

3.10.2.1 No Interstate Designation Alternative

With the No Interstate Designation Alternative, businesses in the study corridor may not reach their full economic development (and employment) potential. As a result, the potential employment opportunities available to environmental justice populations with the Interstate Designation Alternative would not be available with this alternative.

3.10.2.2 Interstate Designation Alternative

Interstate conversion would require changing signs and other minor improvements within WisDOT's right-of-way. The proposed action would not displace residences occupied by or businesses/community facilities used by environmental justice populations. The Interstate Designation Alternative would not establish barriers between environmental justice populations and it would not create additional barriers to cross-traffic or change existing access. The Interstate Designation Alternative would not have a disproportionate adverse effect on any Environmental Justice individuals, groups, or populations.

The study team, local development experts on the Indirect and Cumulative Effects Expert Panel, and regional economic development professionals responding to the Economic Development Survey concur that the positive economic impacts of Interstate Designation may provide economic opportunities for environmental justice populations, as well as for the general population. Specifically, the accelerated pace of development focused on transport, tourism, and traveler service sectors may provide for expanded employment opportunities. The business growth is most likely to occur for existing and new businesses located close to the interchanges between the Zoo Interchange and I-43 in Green Bay, which would be converted to an Interstate. High concentrations of

environmental justice populations are close to many of these interchanges, particularly in the urban centers where business expansion, and new infill and redevelopment activities, would predominate. Because of this proximity, the provision of pedestrian and bicycle facilities in these areas by local governments, and additional improvements associated with former WisDOT projects in the corridor, are particularly important options to serve these populations, as are transit and paratransit services provided in the larger urban centers.

3.10.3 Minimization and Mitigation Measures

Because Interstate conversion could benefit environmental justice populations by increasing employment opportunities, no minimization or mitigation measures are necessary.

3.11 Historic Resources

3.11.1 Existing Conditions

The project team assessed the potential effects of Interstate conversion on previously identified architectural/historic resources along the US 41 corridor. The project team also evaluated the potential architectural/historic impacts of installing new signs on the segments of US 41 to be redesignated. The project segments evaluated by WisDOT include:

- From the Mitchell Interchange in Milwaukee following I-894, US 45, and US 41 to the US 41/I-43 interchange in Green Bay through Milwaukee, Waukesha, Washington, Dodge, Fond du Lac, Winnebago, Outagamie and Brown counties. A 2,000-foot-wide corridor centered on US 41 was defined as the study area (Segment 1)
- Along US 41 from Miller Park north along Lisbon Avenue and Appleton Avenue to the interchange with US 45. A 400-foot-wide corridor centered on the existing highway was defined as the study area (Segment 2)
- Along I-94 from the Mitchell Interchange through the Marquette Interchange and ending at Miller Park. A 2,000-foot-wide corridor centered on the existing highway with bump outs at the Marquette Interchange (I-94/I-43) was defined as the study area (Segment 3)
- Along I-94/I-894/US 45 from just south of the Wisconsin/Illinois state line to the Burleigh Street interchange in Milwaukee. A 2,000-foot-wide corridor centered on the existing highway with bump outs at interchanges (Segment 4)

The architectural/historic resources identified by the project team in the four segments above are described below.

- **Segment 1**—One hundred fourteen previously reported resources were documented within the study area. Of those, one is on the Wisconsin State Register of Historic Places and the National Register of Historic Places (NRHP), two are eligible for listing on the NRHP, and one is potentially eligible for listing. Of the remaining 110 sites, 37 have been determined as ineligible for the NRHP and 73 sites have not been evaluated to assess their eligibility.
- **Segment 2**—Twenty-three previously reported resources were identified within the study area. Of those, five are listed on the Wisconsin State Register of Historic Places (SRHP) and the NRHP. Three aboveground resources have been determined eligible to the NRHP, and 15 aboveground resources have not been evaluated to assess their NRHP eligibility
- **Segment 3**—Eight hundred fifteen previously reported resources were identified within the study area. Of those, 348 are listed on the SRHP and the NRHP, and 6 additional aboveground resources have been determined eligible for listing on the SRHP and NRHP. The remaining aboveground resources have not been evaluated as to their NRHP eligibility. An additional 18 aboveground resources have been demolished; thus the project will have no effect on these properties
- **Segment 4**—Sixty-two previously reported resources were identified within the study area. Of those, five are listed on both the SRHP and the NRHP. One resource was determined eligible for the SRHP and the NRHP. The remaining resources have not been evaluated as to their NRHP eligibility. Two previously reported resources have been demolished; thus the project will have no effect on these properties

3.11.2 Direct Impacts

3.11.2.1 No Interstate Designation Alternative

The No Interstate Designation Alternative would not affect architectural or historic resources in the project area.

3.11.2.2 Interstate Designation Alternative

The project team is evaluating the location of new and replacement signs that would be installed with Interstate conversion and the possible impacts on architectural/historic resources in the study area. Field reviews are being conducted as necessary. The architectural/historic resources report will be submitted to the Wisconsin Historical Society in mid-August, and the results of that coordination will be reported in the Final ER.

3.11.3 Minimization and Mitigation Measures

The appropriate minimization and mitigation measures will be determined after coordination with the Wisconsin Historical Society is completed. Potential minimization and mitigation measures will be described in the Final ER.

3.12 Archaeological Sites

3.12.1 Existing Conditions

The project team assessed the potential effects of Interstate conversion and redesignating highway segments on previously reported archaeological resources and cemetery/burial sites along the four segments of the project area described in Section 3.11.1.

The archaeological resources and cemetery/burial sites identified by the project team in the four segments are described below.

- **Segment 1**—Twenty-two cemetery/burial sites were identified within the study area. Three are uncatalogued burial sites (exact boundaries are not delineated), 18 are catalogued (boundaries are specifically delineated), and one site has been destroyed. Of the 22 reported cemetery/burial sites, 4 are near the US 41 travel lanes. Eighty-nine previously reported archaeological sites are within the US 41 study area. Of those, one has been determined as ineligible for listing on the NRHP; the remaining 88 sites have not been evaluated to assess their eligibility.
- **Segment 2**—Seven previously reported archaeological sites were identified within the study area. None of the archaeological sites in this segment have been evaluated to assess their eligibility for listing in the NRHP. Of the seven sites, four are cemetery/burial sites, three are cataloged, and one is uncatalogued.
- **Segment 3**—Twenty-four previously reported archaeological sites were identified within the study area. None of the archaeological sites in this segment have been evaluated to assess their eligibility for listing in the NRHP. Of the 24 sites, 16 cemetery/burial sites were identified, one cataloged and 13 are uncatalogued. The remaining two cemetery/burial sites have been destroyed.
- **Segment 4**—Forty-three previously reported archaeological sites were identified within the study area. Four sites have been determined not eligible for the NRHP. The remaining sites have not been evaluated to assess their eligibility for listing in the NRHP. Further, six cemetery/burial sites were identified, two are cataloged and two are uncatalogued. One of the sites is listed as an uncatalogued burial site; however, it has been determined to not be a burial site but the state burial site number has been retained for record-keeping purposes only (Wisconsin Historical Society 2012). One of the cemetery/burial sites, the Mount Rest Cemetery, is within the state of Illinois and is subject to Illinois state regulations.

3.12.2 Direct Impacts

3.12.2.1 No Interstate Designation Alternative

The No Interstate Designation Alternative will have no impact on cemeteries or archaeological resources in the project area.

3.12.2.2 Interstate Designation Alternative

The project team is evaluating the location of new and replacement signs that would be installed with Interstate conversion and the possible impacts on cemetery/ burial sites or archaeological sites in the study area. Field reviews are being conducted as necessary. The archaeological resources report will be submitted to the Wisconsin Historical Society in mid-August, and the results of that coordination will be reported in the Final ER.

3.12.3 Minimization and Mitigation Measures

Minimization and mitigation measures will be determined following coordination with the Wisconsin Historical Society. Potential minimization and mitigation measures will be described in the Final ER.

3.13 Section 4(f) and 6(f) or Other Unique Areas

3.13.1 Existing Conditions

Public open space areas are scattered throughout the study area. Public use lands adjacent to US 41 include city parks (e.g., John Muir Park and Argonne Park in Green Bay), state-owned properties administered by the DNR (such as the Theresa Marsh Wildlife Area in Washington and Dodge counties and the North Kettle Moraine Unit in Fond du Lac and Dodge counties); and county owned properties (Underwood Creek Parkway and the Milwaukee County Zoo in Milwaukee). In addition, the Ice Age Trail crosses over US 41 on County A (Cedar Creek Road) in Washington County just outside Slinger.

Since the mid-1990s, the DNR has used two gated access points on the west side of US 41 in Washington County to access Theresa Marsh Wildlife Area and Allenton Marsh Wildlife Area. The DNR has used the access points, which have locked gates at the edge of the US 41 right of way, irregularly for maintenance purposes. The gates were never used by the public to access either wildlife area. WisDOT Southeast Region searched its database and found no record of a permit issued to DNR for either access point.

3.13.2 Direct Impacts

3.13.2.1 No Interstate Designation Alternative

Regardless of which alternative is preferred, WisDOT is in the process of permanently closing the two US 41 access points for safety reasons. As such, the discussion of the No Interstate Designation Alternative's potential impacts on the wildlife areas would be the same as the potential impacts of the Interstate Designation Alternative described below.

The No Interstate Designation Alternative would have no other involvement with Section 4(f) or 6(f) resources in the project area beyond the access point closures in Washington County.

3.13.2.2 Interstate Designation Alternative

As noted, WisDOT is permanently closing the US 41 access points at Theresa Marsh Wildlife Area and Allenton Marsh Wildlife area. Although both areas are publicly owned wildlife and waterfowl refuges, FHWA determined there will be no Section 4(f) impacts to the properties. This determination results from consideration that no property will be acquired and that although existing access will be closed, the access was never permitted and alternate access is available. Appendix C contains a memorandum providing more information about the access points and why their closure does not constitute a Section 4(f) impact.

The Interstate Designation Alternative would have no other involvement with Section 4(f) or 6(f) resources in the project area beyond the access point closures in Washington County.

3.13.3 Minimization and Mitigation Measures

Because closing the US 41 access points at the two wildlife areas would not adversely affect Section 4(f) resources, no mitigation is required. However, the access point closures have created the opportunity for WisDOT and DNR to exchange properties along US 41 to meet the needs of both agencies. More information about the land exchange is found in the Section 4(f) memorandum in Appendix C.

3.14 Aesthetics

3.14.1 Existing Conditions

The project area contains a mix of developed urban areas (with residential, highway services, commercial/ industrial uses), undeveloped areas (farmland and natural habitats), and suburban areas with large-lot residential areas and commercial areas. Within the project area's urban, undeveloped, and suburban areas, the visual character of the project corridor is typical of similar areas in the east central and southeastern part of the state. The visual quality of the corridor is considered to be low to medium because of relative lack of visually sensitive elements. The views of Lake Butte des Morts and the public use lands mentioned in Section 3.13 are examples of the more visually sensitive elements in the project area.

3.14.2 Direct Impacts

3.14.2.1 No Interstate Designation Alternative

The No Interstate Designation Alternative would not affect the aesthetics of the project area.

3.14.2.2 Interstate Designation Alternative

As part of the proposed action, Interstate shields would replace the US 41 shields on signs along the US 41 corridor. The number of highway signs along the US 41 corridor generally would remain the same. Neither the number of signs nor the size of signs with Interstate conversion would affect aesthetics adversely along the US 41 corridor. Because the regulations governing the placement of outdoor advertising signs are more restrictive along Interstates than US Highways, over the long term, the Interstate Designation Alternative likely would reduce the number of signs, which would improve aesthetics along US 41. See Section 3.5, Outdoor Advertising, for more information.

3.14.3 Minimization and Mitigation Measures

None needed.

3.15 Wetlands

3.15.1 Existing Conditions

Wetlands are scattered throughout the project area but are primarily concentrated near lakes, streams, and other waterways. Wetlands within project-area counties are shown on Maps 7a through 7k in Appendix 6 of the *Indirect and Cumulative Effects Analysis Report* on the CD at the back of this document. Wetland mapping along the US 41 corridor was obtained from the Wisconsin DNR and included in the project's GIS database.

3.15.2 Direct Impacts

3.15.2.1 No Interstate Designation Alternative

The No Interstate Designation Alternative would not affect wetlands in the project area.

3.15.2.2 Interstate Designation Alternative

Highway signs along the study corridor were surveyed using GPS. Signs within 10 feet of a wetland were reviewed, and it was determined the signs were outside the wetlands. If any signs are found later to be within a wetland, their location will be adjusted to avoid wetland impacts. As a result, the Interstate Designation Alternative would not affect wetlands. The DNR has indicated that Interstate conversion would not affect project area wetlands (Appendix A, page 17).

3.15.3 Minimization and Mitigation Measures

None needed.

3.16 River, Streams and Floodplains

3.16.1 Existing Conditions

US 41 crosses 89 rivers and streams and is adjacent to and within floodplains. Existing US 41 signs are not located in rivers or streams. Floodplain mapping was obtained from the Federal Emergency Management Agency. Highway signs along the study corridor were field surveyed using GPS. Some US 41 signs on interchange cross roads are within a floodplain. In those instances, the floodplain typically extends well beyond the sign location and encompasses the cross road.

3.16.2 Direct Impacts

3.16.2.1 No Interstate Designation Alternative

The No Interstate Designation Alternative would not affect streams in the project area or the floodplain.

3.16.2.2 Interstate Designation Alternative

With the Interstate Designation Alternative, changes in signing would not affect rivers or streams. Single-post signs within the floodplain might be replaced with double-post signs. In addition, new signs may be placed in the floodplain. Installing 4- by 6-inch wood sign posts in the floodplain would not adversely affect floodplain storage capacity or a floodplain's natural values. The DNR has indicated that Interstate conversion would not affect streams or floodplains in the project area (Appendix A, page 18).

3.16.3 Minimization and Mitigation Measures

None needed.

3.17 Lakes or Other Open Water

3.17.1 Existing Conditions

Notable lakes in the project area adjacent to US 41 include Lake Winnebago, Little Lake Butte des Morts and the Bay of Green Bay. US 41 crosses Lake Butte des Morts in Oshkosh.

3.17.2 Direct Impacts

3.17.2.1 No Interstate Designation Alternative

The No Interstate Designation Alternative would not affect lakes in the project area.

3.17.2.2 Interstate Designation Alternative

Changes to signing along the US 41 corridor and other minor improvements within the right-of-way would not affect lakes or other open water.

3.17.3 Minimization and Mitigation Measures

None needed.

3.18 Groundwater, Wells, and Springs

3.18.1 Existing Conditions

Groundwater in the study area sustains lake levels and wetlands, provides the perennial base flow of streams and is a major source of potable water. Most of the drinking water in the study area is derived from groundwater aquifers, but many communities in the study area rely on Lake Winnebago and Lake Michigan for potable water.

3.18.2 Direct Impacts

3.18.2.1 No Interstate Designation Alternative

The No Interstate Designation Alternative would not affect groundwater, wells, or springs in the project area.

3.18.2.2 Interstate Designation Alternative

Changing signs and making other minor improvements within WisDOT's right-of-way with the Interstate Designation Alternative would not affect groundwater, wells, or springs. The depth to which new sign posts would extend below ground surface would not be expected to encounter groundwater.

3.18.3 Minimization and Mitigation Measures

If WisDOT encounters a functioning private well or an improperly abandoned private well while installing signs, it will fill and seal the well conforming to the Wisconsin Administrative Code NR 812.

3.19 Upland Wildlife and Habitat

3.19.1 Existing Conditions

Within WisDOT's right-of-way, there is upland habitat that may be used by generalist species (species with broad food and habitat requirements), but the right-of-way is not critical to sustaining the generalist species given the amount of habitat outside the right-of-way. Upland areas in the public use land mentioned in Section 3.13 are examples of higher quality habitat for wildlife adjacent to US 41.

3.19.2 Direct Impacts

3.19.2.1 No Interstate Designation Alternative

The No Interstate Designation Alternative would not affect upland wildlife and habitat in the project area.

3.19.2.2 Interstate Designation Alternative

Interstate signs and other minor improvements would be located in upland areas within WisDOT's right-of-way. The minor impacts caused by the sign posts and other improvements would not adversely affect upland habitat or wildlife associated with upland habitat.

3.19.3 Minimization and Mitigation Measures

None needed.

3.20 Coastal Zones

3.20.1 Existing Conditions

Counties in the project area that have coastlines on Lake Michigan include Kenosha, Racine, Milwaukee, and Brown. In addition, counties in the Great Lakes Watershed with tributaries to the Great Lakes include Waukesha, Washington, Fond du Lac, Winnebago, and Outagamie.

3.20.2 Direct Impacts

3.20.2.1 No Interstate Designation Alternative

The No Interstate Designation Alternative would have no impact on Lake Michigan's coastline or tributaries to Lake Michigan.

3.20.2.2 Interstate Designation Alternative

Changing signs and making other minor improvements within WisDOT's right-of-way with the Interstate Designation Alternative would not affect Lake Michigan's coastline or tributaries to Lake Michigan.

3.20.3 Minimization and Mitigation Measures

None needed.

3.21 Threatened and Endangered Species

3.21.1 Existing Conditions

Based on a review of its Natural Heritage Inventory, the DNR determined that threatened and endangered species are present along the US 41 corridor.

3.21.2 Direct Impacts

3.21.2.1 No Interstate Designation Alternative

The No Interstate Designation Alternative would have no impact on threatened or endangered species in the US 41 corridor.

3.21.2.2 Interstate Designation Alternative

The DNR stated that, due to the location and low-level disturbance of the Interstate Designation Alternative, it would not affect threatened and endangered species. See Appendix A (page 10).

3.21.3 Minimization and Mitigation Measures

None needed.

3.22 Air Quality

3.22.1 Existing Conditions

The U.S. Environmental Protection Agency (USEPA), under the Clean Air Act of 1970, established National Ambient Air Quality Standards (NAAQS) to protect public health, safety, and welfare from known or anticipated effects of air pollutants. The NAAQS set maximum allowable concentration limits for six criteria air pollutants. Table 3-8 presents the National and Wisconsin Ambient Air Quality Standards. The Clean Air Act Amendments of 1977 and 1990 require all states to submit to USEPA a list identifying air quality regions, or parts thereof that meet or exceed the NAAQS or cannot be classified because of insufficient data. Areas in which air pollution levels persistently exceed the NAAQS may be designated “nonattainment areas.”

In the project area, Milwaukee, Racine and Waukesha Counties are nonattainment areas for the 2006 fine particulate matter (PM_{2.5}) standard (Table 3-8). Kenosha County, east of I-94, is in nonattainment for the 2008 8-hour ozone standard. All other project-area counties are in attainment for all federal criteria pollutants, including Kenosha County west of I-94.

3.22.2 Direct Impacts

3.22.2.1 No Interstate Designation Alternative

The No Interstate Designation Alternative would not affect air quality in the US 41 corridor.

3.22.2.2 Interstate Designation Alternative

The project’s nonattainment areas are located in southeast Wisconsin where the Southeastern Wisconsin Regional Planning Commission (SEWRPC) is the metropolitan planning organization. The FHWA and Federal Transit Administration determined that the *Regional Transportation System Plan for Southeastern Wisconsin: 2035* (SEWRPC 2006) and SEWRPC’s 2013–2016 Transportation Improvement Program (TIP) (Project number 26) are in conformance with the transportation planning requirements of Titles 23 and 49 U.S.C., and the Clean Air Act Amendments.

TABLE 3-8
National and Wisconsin Ambient Air Quality Standards

Pollutant	Primary Standard ^a	Averaging Time	Secondary Standard ^b
Carbon monoxide	9 ppm (10 mg/m ³)	8 hours ^c	None
	35 ppm (40 mg/m ³)	1 hour ^c	None
Lead	0.15 µg/m ³	Rolling 3-month average ^d	Same as primary
	1.5 µg/m ³	Quarterly average	Same as primary
Nitrogen dioxide	53 ppb ^e	Annual (arithmetic mean)	Same as primary
	100 ppb	1 hour ^f	None
Particulate matter (TSP) WI ^g	None	24 hours ^c	150 µg/m ^{3(c)}
Particulate matter (PM ₁₀)	150 µg/m ³	24 hours ^h	
Particulate matter (PM _{2.5})	15 µg/m ³	Annual ⁱ (arithmetic mean)	Same as primary
	35 µg/m ³	24 hours ^j	
Ozone WI	0.12 ppm (235 µg/m ³)	1 hour	Same as primary
Ozone	0.075 ppm (2008 std)	8 hours ^k	Same as primary
	0.08 ppm (1997 std)	8 hours ^l	Same as primary
Sulfur dioxides	0.03 ppm (80 µg/m ³)	Annual (arithmetic mean)	
	0.14 ppm (365 µg/m ³)	24 hours ^c	
	75 ppb ^m	3 hours ^c	0.5 ppm (1,300 µg/m ³)
		1 hour	None

Source: <http://www.epa.gov/air/criteria.html>, accessed October 7, 2010, and Wisconsin Administrative Code, Chapter NR 404.04, May 2010.

^a "Primary air standard" means the level of air quality that provides protection for public health with an adequate margin of safety.

^b "Secondary air standard" means the level of air quality that may be necessary to protect public welfare from unknown or anticipated adverse effects.

^c Not to be exceeded more than once annually.

^d Final Rule signed October 15, 2008.

^e The official level of the annual nitrogen dioxide standard is 0.053 ppm, equal to 53 ppb, shown here for the purpose of clearer comparison to the 1-hour standard.

^f To attain this standard, the 3-year average of the 98th percentile of the daily maximum 1-hour average at each monitor within an area must not exceed 100 ppb (effective January 22, 2010).

^g PM₁₀ standards were adopted and most total suspended particulate matter (TSP) standards were deleted when the Wisconsin Administrative Code was revised in 1989. The 24-hour secondary TSP standard was retained. The TSP secondary standard is specific to Wisconsin and should not be confused with the National Ambient Air Quality Standards, which are developed by USEPA.

^h Not to be exceeded more than once per year on average over 3 years.

ⁱ To attain this standard, the 3 year average of the weighted annual mean PM_{2.5} concentrations from single or multiple community-oriented monitors must not exceed 15.0 µg/m³.

^j To attain this standard, the 3 year average of the 98th percentile of 24-hour concentrations at each population-oriented monitor within an area must not exceed 35 µg/m³ (effective December 17, 2006).

^k To attain this standard, the 3-year average of the fourth highest daily maximum 8-hour average ozone concentrations measured at each monitor within an area over each year must not exceed 0.075 ppm (effective May 27, 2008).

^l To attain this standard, the 3-year average of the fourth highest daily maximum 8-hour average ozone concentrations measured at each monitor within an area over each year must not exceed 0.08 ppm. The 1997 standard—and the implementation rules for it—will remain in place for implementation purposes as USEPA undertakes rulemaking to address the transition from the 1997 ozone standard to the 2008 ozone standard. USEPA is in the process of reconsidering these standards (set in March 2008).

^m Final rule signed June 2, 2010. To attain this standard, the 3-year average of the 99th percentile of the daily maximum 1-hour average at each monitor within an area must not exceed 75 ppb.

The proposed 2014 Interstate signing project is to include traffic control devices and under 40 CFR 93.134 (*Determining Conformity of Federal Actions to State or Federal Implementation Plans*), is exempt from the requirement that an air quality conformity determination be made. The existing conforming SEWRPC TIP can be amended to include exempt projects.

No additional air quality analysis is required for the project's environmental document.

3.22.3 Minimization and Mitigation Measures

None needed.

3.23 Construction Stage Sound Quality

3.23.1 Direct Impacts

3.23.1.1 No Interstate Designation Alternative

Because the No Interstate Designation Alternative does not involve construction, it would not affect sensitive noise receptors in the US 41 corridor.

3.23.1.2 Interstate Designation Alternative

“Construction” associated with Interstate conversion generally would be limited to replacing signs on existing posts and sign bridges. As a result, WisDOT would require a very limited range of construction equipment powered by internal combustion engines. At each location where signs would be changed, the duration of the work would be much less than that for road construction projects. There may be night work throughout the corridor on overhead sign bridges that requires lane closures. Noise impacts at adjacent sensitive receptors (residences, schools, libraries) would be temporary and potentially less intrusive than the noise generated by US 41 traffic.

3.23.2 Minimization and Mitigation Measures

WisDOT Standard Specifications 107.8(6) and 108.7.1 will apply.

3.24 Traffic Noise

3.24.1 Existing Conditions

Traffic noise for transportation projects is evaluated in accordance with FHWA’s noise regulations in 23 CFR 772, *Procedures for Abatement of Highway Traffic Noise and Construction Noise* as revised in July 2010 and WisDOT’s procedures for implementing the FHWA regulations.

The five major traffic noise sources are autos, medium trucks, heavy trucks, buses, and motorcycles. The traffic noise components of those five major sources are running gear and accessories, engine, and aerodynamic body noise.

FHWA has established noise impact thresholds for various land use categories. These thresholds are used to determine when a noise impact would occur and when consideration of noise abatement measures is warranted. Referred to as Noise Abatement Criteria (NAC) in FHWA’s noise regulation, the noise thresholds were established to balance control of future increases in highway traffic noise with the economic, physical, and aesthetic considerations related to traffic noise abatement measures.

WisDOT uses the same noise impact thresholds, but refers to them as noise level criteria (NLC) in the noise analysis procedure in its *Facilities Development Manual*, Chapter 23 (Table 3-9). This is because WisDOT believes NLC more accurately reflect the intent of the noise thresholds which is to identify a sound level at which a noise impact occurs thus requiring a determination whether abatement is reasonable, feasible, and likely to be incorporated into a particular project. In July, 2011, FHWA accepted WisDOT’s noise policy and impact evaluation procedures as described in Chapter 23 of WisDOT’s *Facilities Development Manual*.

Replacing US 41 signs with Interstate signs is not considered a Type I project and therefore a noise analysis is not required for this project. A Type I project involves construction of a roadway on new location or the physical alteration of an existing highway that substantially changes either the horizontal or vertical alignment or increases the number of through-traffic lanes.

TABLE 3-9
Noise Level Criteria for Considering Noise Abatement

Land Use Category	$L_{eq}(h)^a$ (dBA) (Evaluation Location)	Description of Land Use Category
A	57 (exterior)	Lands on which serenity and quiet are of extraordinary significance and serve an important public need, and where the preservation of those qualities is essential if the area is to continue to serve its intended purpose.
B ^b	67 (exterior)	Residential.
C ^b	67 (exterior)	Active sport areas, amphitheaters, auditoriums, campgrounds, cemeteries, daycare centers, hospitals, libraries, medical facilities, parks, picnic areas, places of worship, playgrounds, public meeting rooms, public or nonprofit institutional structures, radio studios, recording studios, recreation areas, Section 4(f) sites, schools, television studios, trails, and trail crossings.
D ^c	52 (interior)	Auditoriums, daycare centers, hospitals, libraries, medical facilities, places of worship, public meeting rooms, public or nonprofit institutional structures, radio studios, recording studios, schools, and television studios.
E ^b	72 (exterior)	Hotels, motels, offices, restaurants/bars, and other developed lands, properties or activities not included in A–D or F.
F	—	Agriculture, airports, bus yards, emergency services, industrial, logging, maintenance facilities, manufacturing, mining, rail yards, retail facilities, shipyards, utilities (water resources, water treatment, electrical), and warehousing.
G	—	Undeveloped lands that are not permitted.

Source: FHWA noise regulations (23 CFR 772) and WisDOT noise procedures (WisDOT FDM Chapter 23).

^a L_{eq} means the equivalent steady-state sound level, which in a stated period of time contains the same acoustical energy as the time-varying sound level during the same period. For purposes of measuring or predicting noise levels, a receptor is assumed to be at ear height, located five feet above ground surface.

$L_{eq}(h)$ means the hourly value of L_{eq} .

^b Includes undeveloped lands permitted for this activity category or publicly-owned recreation lands formally designated in a public agency's Master Plan.

^c Use of interior noise levels shall be limited to situations where a determination has been made that exterior abatement measures will not be feasible and reasonable and after exhausting all outdoor mitigation options.

3.24.2 Direct Impacts

3.24.2.1 No Interstate Designation Alternative

The No Interstate Designation Alternative would have no traffic noise impacts on sensitive receptors in the US 41 corridor.

3.24.2.2 Interstate Designation Alternative

WisDOT's 2035 forecast traffic volumes indicate that average growth in traffic for the study area would be about 35 percent. With Interstate conversion, increases in traffic volumes on US 41 beyond the 2035 forecast traffic volumes are not likely as discussed in Section 1.3. For noise generated by US 41 traffic to increase 3 decibels, traffic volumes would have to double. It is generally agreed that an increase of 3 decibels would barely be perceptible to the human ear. As noted, average traffic growth throughout the corridor is expected to be about 35 percent, well below a doubling of current US 41 volumes. Given that, the Interstate Designation Alternative would not result in a noticeable increase in sound levels from the roadway.

3.24.3 Minimization and Mitigation Measures

None needed.

3.25 Hazardous Substances or Contamination

3.25.1 Existing Conditions

WisDOT purchased a hazardous materials database and placed the sites of concern in the US 41 right-of-way in the project's GIS database.

3.25.2 Direct Impacts

3.25.2.1 No Interstate Designation Alternative

The No Interstate Designation Alternative would not affect hazardous substances within the US 41 corridor.

3.25.2.2 Interstate Designation Alternative

Installing Interstate signs and other minor improvements within the US 41 right-of-way would not require WisDOT to acquire property that may be contaminated. The project team compared the Interstate sign locations in the GIS database to the location of contaminated sites in the project's area of potential effect and determined that the project would not affect contaminated sites. The subsurface work associated with installing sign posts would involve drilling a post hole 4 to 5 feet below ground. Potential health threats to construction workers by encountering hazardous substances while performing this work would be minimal.

3.25.3 Minimization and Mitigation Measures

If contamination is encountered during construction, WisDOT is responsible for ensuring that subsequent remediation is carried out and that contaminated material is disposed of properly.

3.26 Stormwater

3.26.1 Direct Impacts

3.26.1.1 No Interstate Designation Alternative

The No Interstate Designation Alternative would not increase stormwater runoff in the US 41 corridor.

3.26.1.2 Interstate Designation Alternative

Interstate conversion would not add capacity (impervious surface) to US 41, change its location, or cause a discharge to waters of the state. As a result, the project is exempt from the post-construction performance standards under Trans 401.106 (Construction Site Erosion Control and Storm Water).

3.26.2 Minimization and Mitigation Measures

None needed.

3.27 Erosion Control

3.27.1 Direct Impacts

3.27.1.1 No Interstate Designation Alternative

Under the No Interstate Designation Alternative, there would be no construction and no potential to cause erosion.

3.27.1.2 Interstate Designation Alternative

Replacing signs and other minor improvements within the right-of-way would have limited potential for sedimentation to move offsite because existing slopes would not change, and very limited areas of soil would be disturbed while installing 4- by 6-inch wood sign posts and sign bridges, if new sign bridges are needed.

3.27.2 Minimization and Mitigation Measures

WisDOT will follow the WisDOT/DNR Cooperative Agreement amendment regarding erosion control to minimize potential adverse effects. In addition, DNR has recommended mitigation measures during construction for WisDOT's consideration (Appendix A, page 18).

ENVIRONMENTAL ISSUE	UNIT MEASURE	ALTERNATIVES/SECTIONS	
		No Build (No Interstate Designation)	Build (Interstate Designation- Preferred Alternative)
Project Length	Miles	175 ^a	175 ^a
Preliminary Cost Estimate			
Construction	Million \$	0	6
Real Estate	Million \$	0	0
Total	Million \$	0	6
Land Conversions			
Wetland Area Converted to ROW	Acres	0	0
Upland Habitat Area Converted to ROW	Acres	0	0
Other Area Converted to ROW	Acres	0	0
Total Area Converted to ROW	Acres	0	0
Real Estate			
Number of Farms Affected	Number	0	0
Total Area Required From Farm Operations	Acres	0	0
AIS Required	Yes/No	No	No
Farmland Rating	Score	NA	NA
Total Buildings Required	Number	0	0
Housing Units Required	Number	0	0
Commercial Units Required	Number	0	0
Other Buildings or Structures Required	Number (Type)	0	0
Environmental Issues			
Indirect Effects	Yes/No	Yes	Yes
Cumulative Effects	Yes/No	No	Yes
Environmental Justice Populations	Yes/No	Yes	Yes
Historic Properties	Number	0	0 ^b
Archeological Sites	Number	0	0 ^b
106 MOA Required	Yes/No	No	No
4(f) Evaluation Required	Yes/No	No	No
Flood Plain	Yes/No	Yes	Yes
Total Wetlands Filled	Acres	0	0
Stream Crossings	Number	89	89
Endangered Species	Yes/No	Yes	Yes
Air Quality Permit Required	Yes/No	No	No
Design Year Noise Sensitive Receptors		0	0 ^c
No Impact	Number		
Impacted	Number		
Contaminated Sites	Number	0	0

(All estimates, including costs, are based on conditions described in this document at the time of preparation. Additional agency or public involvement may change these estimates in the future.)

^a The 43 miles between the Zoo Interchange and the US41/I 94 Interchange already are an Interstate.

^b Numerous previously identified architectural/historic resources, cemetery/burial sites and archaeological sites were identified adjacent to the US 41 corridor and the highway segments that would be redesignated as part of the project. Given that the boundaries of cultural resource sites within the project include roads with signs, it is likely that signs will be replaced within the boundaries of cultural resource sites. Because signs are currently located within or adjacent to the boundaries of cultural resource sites, replacing existing signs with this project is not anticipated to cause adverse effects.

^c Because Interstate Conversion will not add capacity to US 41 or change the vertical or horizontal profile of the highway, it is not a Type I project and therefore does not require a noise analysis.



EXHIBIT 3-1
Alternatives Comparison Matrix



Identify and describe any commitments made to protect the environment. Indicate when the commitment should be implemented and who in WisDOT will have jurisdiction to assure fulfillment for each commitment. Note if the commitment will be recorded in the plans, "special provisions," "notes to construction," or some other written format. Note if the commitment is mandated by law, and therefore legally binding.

Commitments on this sheet supplement environmental commitments incorporated in WisDOT's Standard Specifications for Highway and Bridge Construction.

ATTACH A COPY OF THIS PAGE TO THE DESIGN STUDY REPORT AND THE PS&E SUBMITTAL PACKAGE

Factors	Commitments
A-1 General Economics	None
A-2 Business	None
A-3 Agriculture	None
B-1 Community or Residential	None
B-2 Indirect Effects	None
B-3 Cumulative Effects	None
B-4 Environmental Justice	None
B-5 Historic Resources	None
B-6 Archaeological Sites	None
B-7 Tribal Issues	None
B-8 Section 4(f) and 6(f) or Other Unique Areas	None
B-9 Aesthetics	None
C-1 Wetlands	None
C-2 Rivers, Streams, and Floodplains	
	None
C-3 Lakes or other Open Water	None
C-4 Groundwater, Wells and springs	If WisDOT encounters a functioning private well or an improperly abandoned private well while installing signs, it will fill and seal the well(s) conforming to the Wisconsin Administrative Code NR 812.
C-5 Upland Wildlife and Habitat	None
C-6 Coastal Zones	None
C-7 Threatened and Endangered Species	None
D-1 Air Quality	None
D-2 Construction Stage Sound Quality	Check all that apply: <input checked="" type="checkbox"/> WisDOT Standard Specification 107.8(6) and 108.7.1 will apply. <input type="checkbox"/> Special construction stage noise abatement measures will be required. Describe:
D-3 Traffic Noise	None
D-4 Hazardous Substances or Contamination	If contamination is encountered during construction, WisDOT is responsible for ensuring that subsequent remediation is carried out and that contaminated material is disposed of properly. (Special Provisions)
D-5 Stormwater	None
D-6 Erosion Control	WisDOT will follow the WisDOT/DNR Cooperative Agreement amendment regarding erosion control to minimize potential adverse effects.
E Other	None

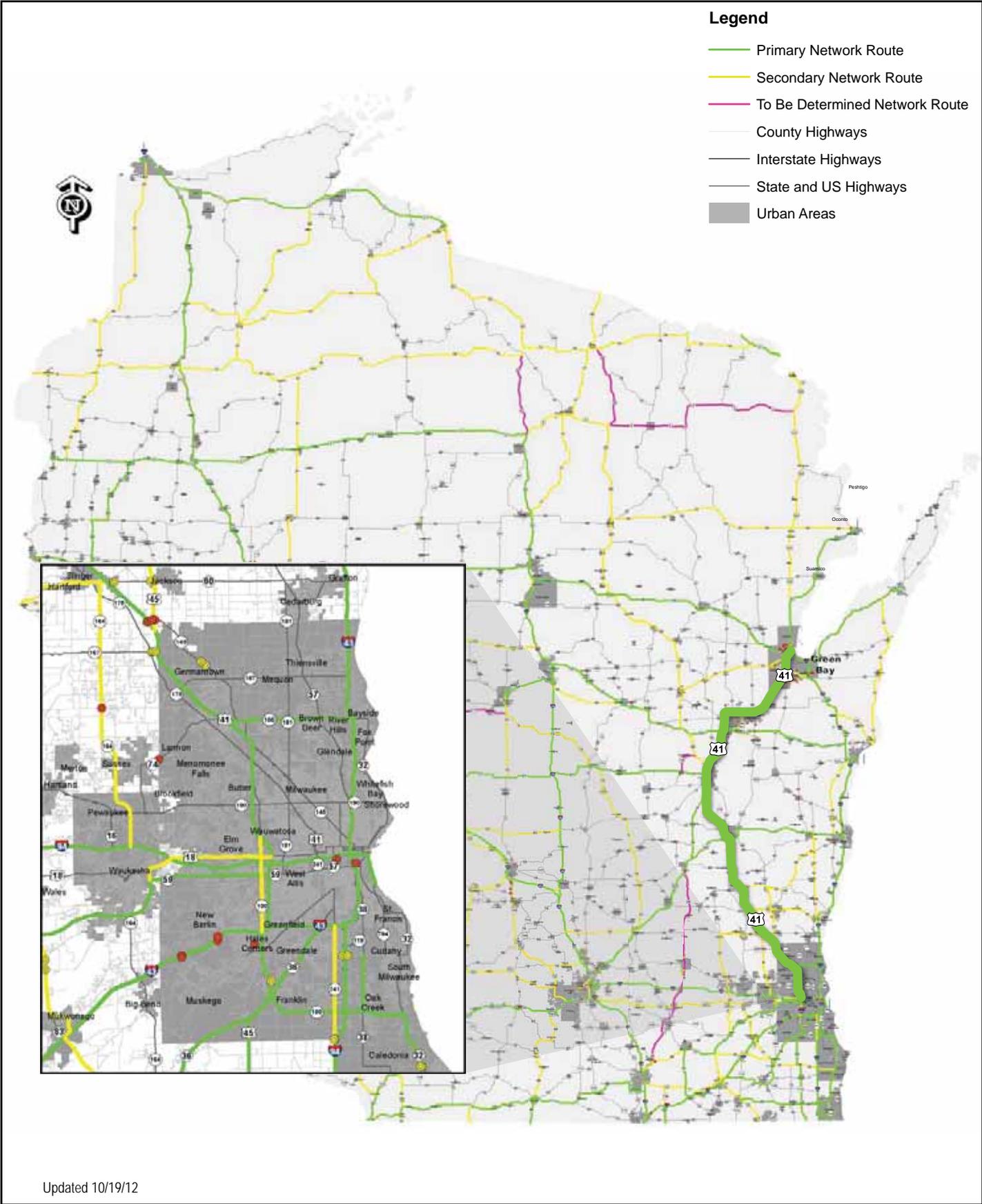


EXHIBIT 3-2
Environmental Commitments



Legend

- Primary Network Route
- Secondary Network Route
- To Be Determined Network Route
- County Highways
- Interstate Highways
- State and US Highways
- Urban Areas



Updated 10/19/12



EXHIBIT 3-4
Over Size/Over Weight
Freight Network



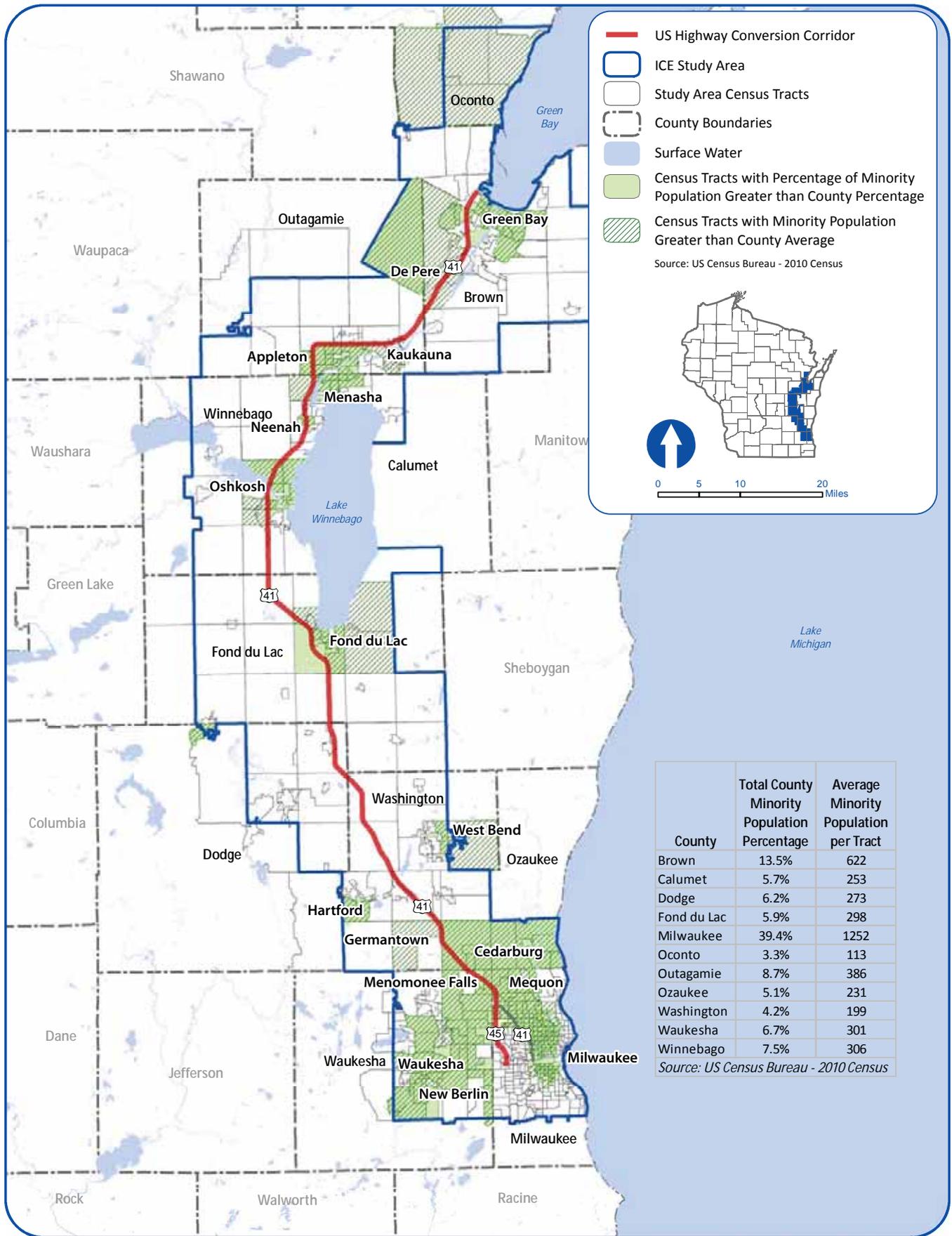


EXHIBIT 3-5
Minority Population Concentration



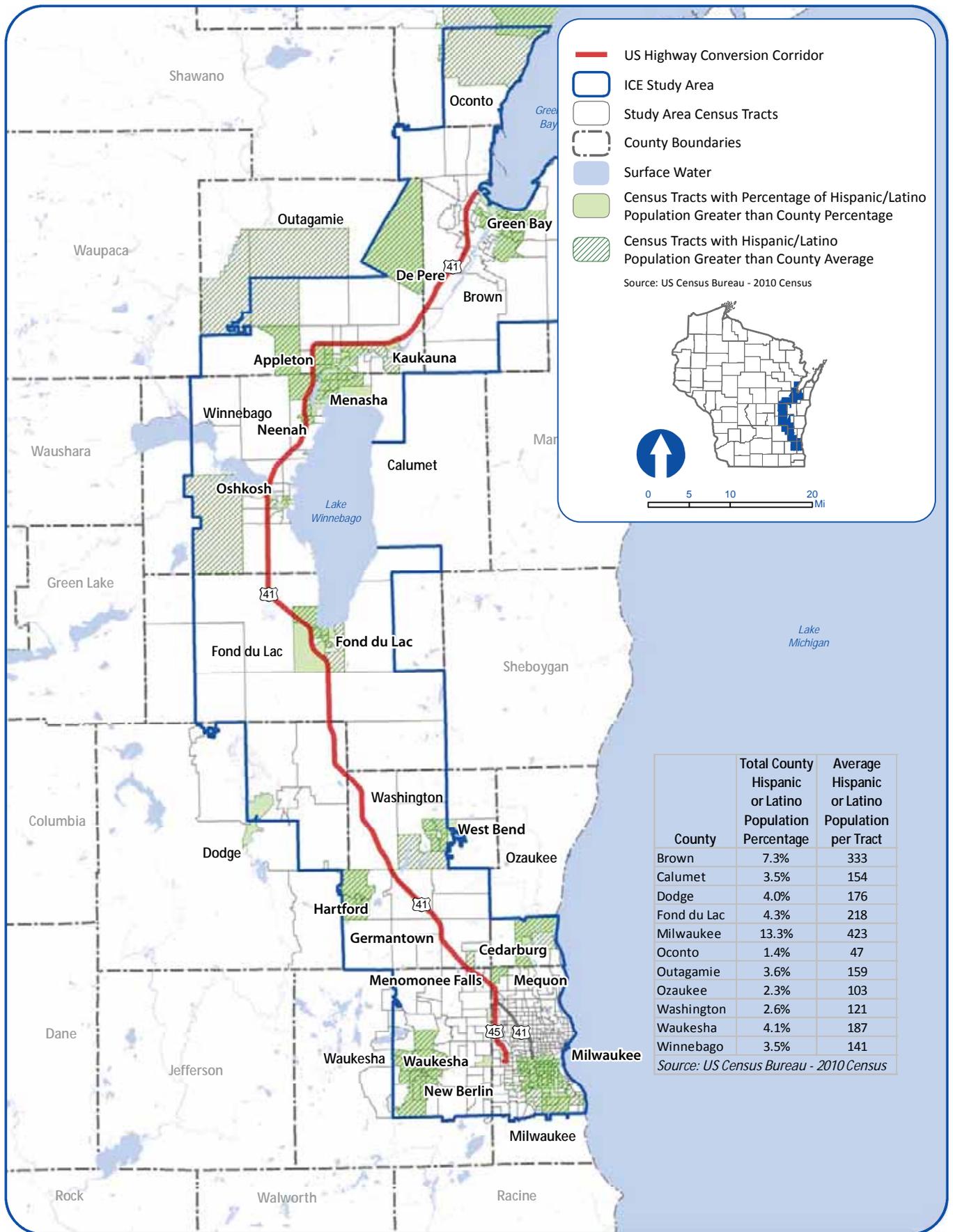


EXHIBIT 3-6
Hispanic or Latino
Population Concentration



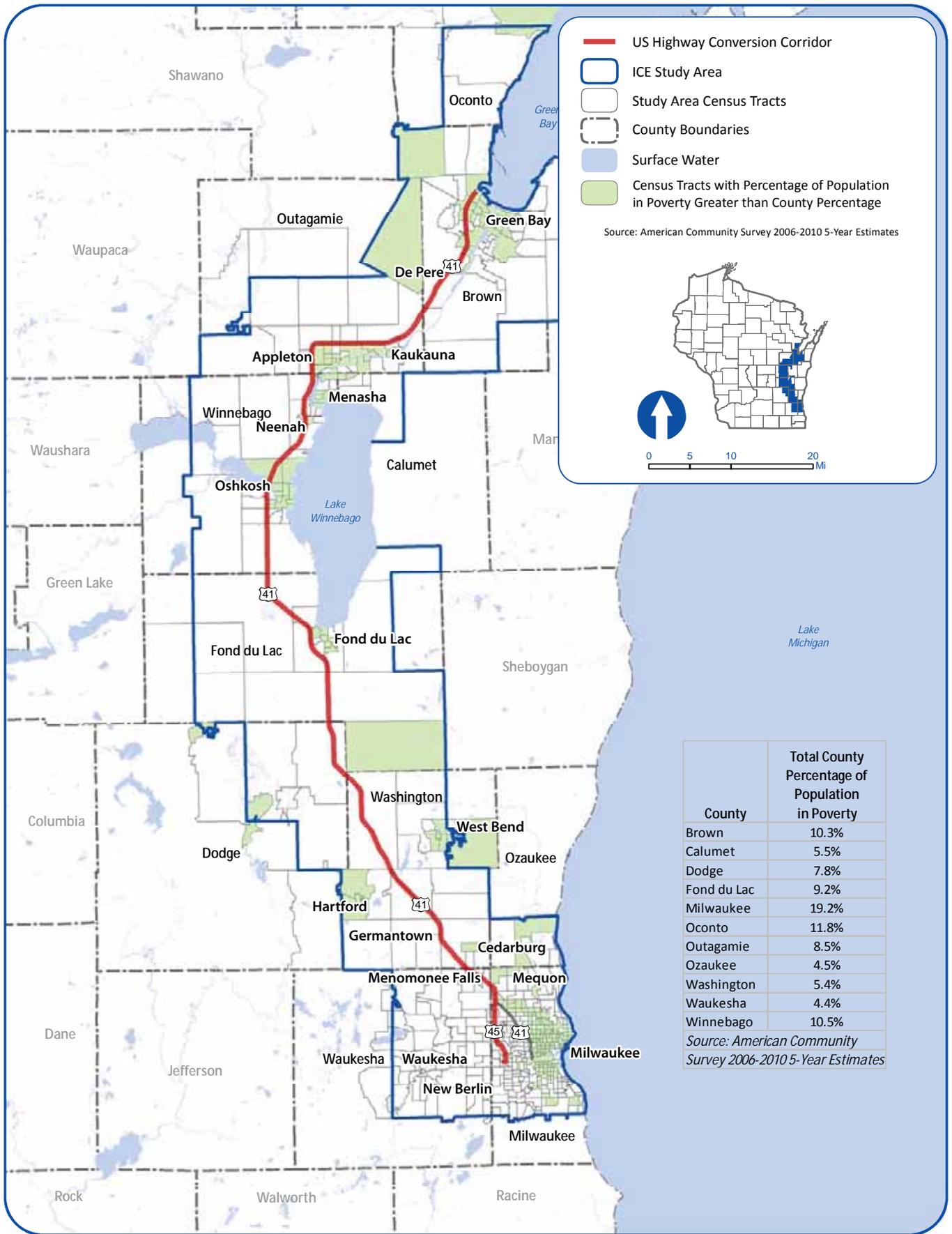


EXHIBIT 3-7
Population Concentration of
Individuals Below Poverty Level



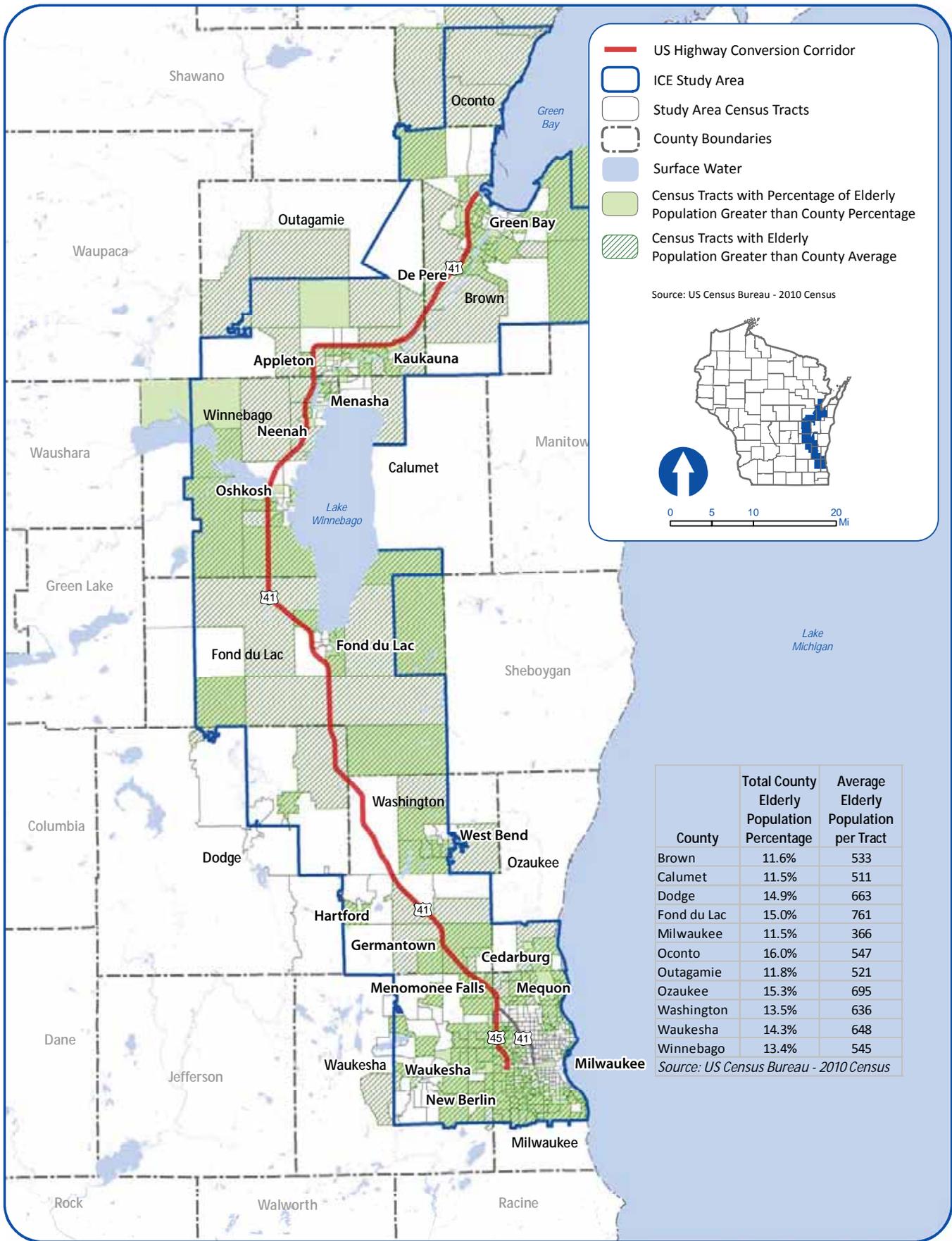


EXHIBIT 3-8
Elderly (65+) Population
Concentration



SECTION 4

Community Involvement and Agency Coordination

Section 4 discusses community involvement, agency coordination, and coordination with Native American tribes that occurred during development of purpose and need and alternatives for the study. In accordance with Executive Order 12898 on Environmental Justice, the public involvement process was open to all residents and population groups in the study area and did not exclude any persons because of income, race, religion, national origin, sex, age, or handicap.

4.1 Community Involvement

Several opportunities were provided for local officials, area residents, and other stakeholders to participate in evaluating the purpose and need statement and alternatives for the study. Community involvement efforts included public information meetings and interest group meetings.

4.1.1 Public Information Meetings

Six public information meetings were held between May 16 and 31, 2012, in Wauwatosa, Germantown, Fond du Lac, Oshkosh, Appleton and Green Bay (Table 4-1). To announce the meetings, WisDOT sent news releases to media outlets throughout the study area, placed display ads in the *Milwaukee Journal Sentinel* and *Waukesha Freeman*, and held editorial board meetings with the following publications:

- *Milwaukee Journal Sentinel*
- *Business Journal*
- *Fond du Lac Reporter*
- *Oshkosh Northwestern*
- *New North B2B*
- *Insight on Business*
- *Appleton Post Crescent*
- *Green Bay Press Gazette*

In addition, WisDOT sent meeting invitation letters to local elected officials and placed posters at the meeting locations in advance of the meetings.

TABLE 4-1
May 2012 Public Information Meetings

Meeting Date	Location	Attendance
May 16, 2012	Green Bay (Brown County Central Library Auditorium)	12
May 17, 2012	Appleton (Fox Valley Technical College)	12
May 22, 2012	Oshkosh (Fox Valley Technical College Oshkosh Riverside Campus)	10
May 23, 2012	Fond du Lac (Fond du Lac Public Library)	15
May 30, 2012	Germantown (Germantown Public Library)	42
May 31, 2012	Wauwatosa (Wauwatosa Public Library)	22

The purpose of the public information meetings was to allow the public to review the Agency Coordination Plan, the Impact Analysis Methodology Plan, and the draft purpose and need statement. It also was intended to present information about the potential benefits and impacts of Interstate conversion for businesses and communities in the study corridor. In addition the following information was presented:

- Project history
- Existing and future traffic volumes
- Benefits of Interstate conversion
- Comparison of Interstate access in the Fox Valley to that in similar-sized communities throughout the country
- Study area economic and workforce assets

- Corridor transportation and infrastructure assets
- Impacts to the freight and outdoor advertising industries
- Potential Interstate route numbers
- Information about the study's environmental process

The format for the six meetings was the same. Open-house meetings were held from 5:00 to 6:30 p.m., and WisDOT gave a formal presentation shortly after the start of the meeting. The presentation provided an overview of the study background, study tasks, and study schedule. WisDOT explained the project's environmental process and opportunities for public input. Project team members were available throughout the meeting to explain the display boards and respond to questions.

The following common themes were heard at the public meetings:

- There were various comments and questions about the Interstate designation process and which Interstate route number would best serve the corridor. Meeting attendees had thoughts about Interstate numbering that would be desirable if the Interstate were to be extended beyond Wisconsin, and whether a two- or three-digit number would be preferable when considering other routes that could be converted to Interstate in the future.

Response: A number of Interstate route numbers were considered, but there are several reasons WisDOT, AASHTO and FHWA conditionally approved I-41 as the route designation: I-41 follows the AASHTO guidelines of increasing route numbers west to east, with its location between I-39 and I-43; I-41 is the route designation number anticipated and preferred by the general public; I-41 allows for future Interstate loop or spur routes to be designated off of I-41.

- Several people inquired about the project's effect on billboards and the date when installation (or repair) of billboards could be expected to cease. There were also questions about whether the project would remove billboards.

Response: Interstate designation will change the status of existing legally permitted billboards to nonconforming, meaning that they can remain, but they cannot be improved or reconstructed. In general, new billboards will not be allowed along the Interstate corridor. This does not address signs on the property of businesses they advertise. Until the Interstate route designation is officially in place, outdoor advertising businesses can continue to install new signs.

- There were several questions about the scope of the study and its schedule. Specifically, people were interested in whether the project would be limited to Interstate signing or possibly include other activities such as constructing new crossings of US 41. People asked whether the project would affect the schedule of any other WisDOT projects or cause other projects to get programmed. Others asked why the conversion process takes so long.

Response: The only expected change due to Interstate conversion will be the addition of Interstate shield signs. There will be no new crossings of US 41. Previous construction projects that converted US 41 to a freeway resolved the crossing issue. WisDOT does not expect stand-alone improvement projects solely because of Interstate conversion. Future improvement projects on US 41 will be required with or without Interstate conversion. Other WisDOT projects have been coordinated with the conversion study and FHWA to maintain their respective project schedules.

- At the Germantown public information meeting, the project team received a range of noise-related questions. People stated that with more traffic expected on an Interstate, noise levels adjacent to the highway should increase. Several people commented that WisDOT should study the project's noise impacts during this study rather than during future improvement projects. They asked whether there are plans to construct a noise wall as part of the project.

Response: The need for a noise analysis on US 41 or other highways is not based solely on traffic volumes. A project must meet the criteria of a Type I project before a noise analysis is performed. A Type I project involves construction of a roadway on new location or the physical alteration of a highway that substantially changes

either the horizontal or vertical alignment or increases the number of through-traffic lanes. Replacing US 41 signs with Interstate signs is not considered a Type I project and therefore a noise analysis is not required. If future improvements to US 41 meet the definition of a Type I project, a noise analysis will be conducted at that time.

Other frequently asked questions about this Interstate conversion project can be found on the project's website.¹

WisDOT will conduct a series of public hearings prior to approval of this document. WisDOT will announce the public hearings with legal notices in the appropriate newspapers. The public hearing will allow the public to comment on the preferred alternative(s) and other information in the preliminary ER. Following the public hearings, WisDOT will document the hearing results in the ER and make revisions based on public and agency comments before submitting the document for final approval. The approved document will be placed on the project website.

4.1.2 News Releases and Project Website

WisDOT provided a news release to media outlets announcing the public information meetings in May 2012.² WisDOT plans to use a news release to announce the planned public hearings to be held in fall 2013.

WisDOT has created a website for the study³ that contains a general description of the study, maps, frequently asked questions, copies of the documents developed as part of the study, and other project information. Information about public involvement activities are posted on the website.

4.1.3 Other Public Outreach Activities

In addition to the public information meetings, the study team participated several meetings to inform interested persons about the Interstate Conversion Study. Table 4-2 summarizes the meetings WisDOT has attended to provide information about the study.

TABLE 4-2
Interest Group Meetings

Date	Meeting	Meeting Purpose
September 14, 2011	International Conference of Shopping Centers Conference	General project update.
December 7, 2011	New North Summit	Regional business conference in Green Bay to provide update on project.
December 15, 2011	Freight Stakeholder Meeting (Oshkosh)	WisDOT-sponsored preliminary meeting to update the industry on the study.
February 13, April 11, 2012, February 12, 2013	Freight industry stakeholders meeting (Oshkosh)	Wisconsin Motor Carriers Association sponsored meeting to discuss project's impact on oversize/overweight vehicles.
February 29, 2012	Green Bay Business Expo	Local business group meeting to provide update on project.
March 5, 2012	Governor's Conference on Tourism	Discussion of project's potential impacts on tourism.
March 6, 2012	American Council of Engineering Companies Meeting	General project update.
June 11 and 12, 2012	Native American Tourism of Wisconsin Conference (Keshena)	General project update.
July 12, 2012	Kiwanis Club (Green Bay)	General project update.
October 23, 2012	Metropolitan Planning Organization/Regional Planning Commission Conference	General project update.
June 27, 2013	ITE Midwest Conference	General project update.

¹ <http://www.dot.wi.gov/projects/neregion/41/faq.htm>

² www.dot.wisconsin.gov/opencms/export/nr/modules/news/news_3328.html_786229440.html

³ www.41conversion.wi.gov

4.2 Agency Coordination

4.2.1 23 U.S.C. 139 (Efficient Environmental Reviews for Project Decision-Making)

Coordination with agencies and others interested in the US 41 Interstate Conversion Study is being done under environmental coordination procedures established in 23 U.S.C. 139, which discusses opportunities for agencies, local officials, and others to participate in the environmental review process by providing input on information being prepared for the environmental document.

WisDOT projects that require an EIS normally follow the agency coordination requirements in 23 U.S.C. 139, whereas projects requiring environmental assessments or ERs incorporate the spirit of that regulation in coordinating with agencies without following every provision of it. With the change in document type from a tiered EIS at the start of the project to an ER, the US 41 project no longer must meet all concurrence points with the project's cooperating and participating agencies.

The agency coordination process that was followed prior to the change in environmental document type from an EIS to an ER included the following activities:

- Lead agency invites other agencies, local officials and other interests to become cooperating or participating agencies in the environmental review process.
 - FHWA and WisDOT are joint lead agencies for the project. They are responsible for managing the environmental review and documentation process.
 - Cooperating agencies have jurisdiction by law or special expertise with respect to the project's environmental impacts.
 - Participating agencies have an interest in the project.
- A coordination plan is prepared to communicate how and when the lead agencies will obtain public and agency participation in the environmental review process.
- An impact analysis methodology is prepared to communicate how the impacts of the proposed transportation project and its alternatives will be evaluated.

Agency coordination activities for the Interstate Conversion Study are summarized below.

4.2.2 Identification of Cooperating and Participating Agencies

In late August and early September 2011, FHWA and WisDOT sent letters to federal and state regulatory agencies, local officials, and Native American tribes inviting them to be cooperating or participating agencies as applicable. Table 4-3 summarizes the results of the initial cooperating and participating agency coordination effort. The complete list of agencies invited to participate in the project is found in Appendix D.

Project team members met with the City of Milwaukee and Milwaukee County (both Participating Agencies) in October 2012 to discuss changing the route number of US 41 (Appleton Avenue) between the Stadium Interchange and the US 41/US 45/WIS 175 interchange. The city and county supported the potential change in route number from US 41 to WIS 175. The US 41/US 45/WIS 175 interchange serves as the current southern terminus of WIS 175. Changing the route number to WIS 175 would allow for continuation of this highway from the west side of the US 41/US 45/WIS 175 interchange to the Stadium Interchange. The city and county support the WIS 175 designation with the measures noted above, and the Milwaukee County Board passed a resolution supporting this on June 20, 2013.

TABLE 4-3
Participating and Cooperating Agencies

Agency	Cooperating	Participating	Acceptance Date
Village of Suamico		X	September 14, 2011
Town of Grand Chute DPW		X	January 27, 2012
Village of Little Chute		X	May 21, 2012
City of Oshkosh		X	September 30, 2011
Town of Oshkosh		X	September 28, 2011
City of Fond du Lac		X	September 7, 2011
Town of Vinland		X	September 15, 2011
City of Neenah		X	October 20, 2011
City of Menasha		X	September 16, 2011
City of De Pere		X	September 8, 2011
City of Green Bay		X	October 12, 2011
Village of Ashwaubenon		X	January 27, 2011
City of Appleton		X	October 13, 2011
Village of Germantown		X	September 9, 2011
Village of Slinger		X	September 12, 2011
Village of Menomonee Falls		X	September 2, 2011
City of Milwaukee		X	September 22, 2011
City of West Allis		X	November 14, 2011
Brown County Executive		X	September 7, 2011
Winnebago County Highway Department		X	January 21, 2012
Fond du Lac County Highway Commissioner		X	September 22, 2011
Calumet County Economic Development Specialist		X	September 17 22
Outagamie County Planning Department		X	September 16, 2011
Outagamie Highway Commissioner		X	September 12, 2011
Dodge County Highway Commissioner		X	October 12, 2011
Washington County Highway Commissioner		X	September 19, 2011
Waukesha County Department of Public Works		X	October 25, 2011
Milwaukee County Department of Transportation		X	October 13, 2011
Kenosha County Highway Commissioner		X	January 02, 2013
Wisconsin Department of Natural Resources	X		October 1, 2011
Wisconsin Department of Agriculture Trade and Consumer Protection		X	October 11, 2011
Wisconsin Historical Society		X	September 16, 2011
Southeastern Wisconsin Regional Planning Commission		X	January 11, 2012
Bay-Lake Regional Planning Commission		X	September 21, 2011
Green Bay MPO		X	May 1, 2012
Appleton/Oshkosh/Fond du Lac MPO		X	September 6, 2011
U. S. Army Corps of Engineers	X		October 12, 2011
U. S. EPA Region 5		X	October 5, 2011
Department of the Interior/Ice Age Nat'l Scenic Trail		X	August 31, 2011

4.2.3 Agency Scoping Meeting, May 10, 2012

The purpose of the May agency scoping meeting was fivefold:

- Provide background information on the study.
- Obtain agency input on the Agency Coordination Plan and Impact Analysis Methodology.
- Obtain agency input on issues that will be considered in the study.
- Discuss the elements of project purpose and need.
- Preview the exhibits to be presented at the May 15 to 31 public information meetings.

Copies of the draft Agency Coordination Plan and Impact Analysis Methodology, which were sent to meeting participants on April 20, 2011, are on the CD at the back of this document.

The following questions and comments were provided by agency and municipal representatives:

- Would Interstate conversion increase local maintenance activities and maintenance costs?

Response: Interstate conversion would not increase local maintenance activities or cost. The only expected change due to Interstate conversion will be the addition of Interstate shield signs and this cost will be covered by WisDOT.

- Is the 80,000 pound Interstate weight limit based on safety reasons or road maintenance?

Response: Both. However, US 41 pavement has been designed to accommodate greater loads than 80,000 pounds. In addition, new axle configurations distribute the load effectively and are less damaging to highway pavement.

- Supported Interstate conversion. Would possible weight restrictions associated with Interstates increase solid waste hauling costs? Concerned was expressed about potential safety issues if waste haulers began using county trunk highways to access the county landfill.

Response: Weight restrictions could increase solid waste hauling costs by potentially requiring more trucks carrying lighter loads. However, the grandfathering legislation that the Wisconsin delegation is developing should avoid that possibility.

- The potential limitations on oversize/overweight haulers with Interstate conversion would affect local haulers (logging, waste haulers, and scrap metal haulers) more than Interstate haulers that have to meet Interstate standards outside Wisconsin. It is possible for a truck that does not exceed weight restrictions to be pulled over to properly distribute the weight within the trailer.
- Is I-55 a potential designation with conversion? Stated that the public will support Interstate conversion because of its potential economic benefits.

Response: A number of Interstate route numbers were considered, but WisDOT, AASHTO, and FHWA conditionally approved I-41 as the route designation for the following reasons: I-41 follows the AASHTO guidelines of increasing route numbers west to east, with its location between I-39 and I-43; I-41 is the route designation number anticipated and preferred by the general public; and I-41 allows for future Interstate loop or spur routes to be designated off I-41.

- What will happen to electronic billboards and other signs after Interstate conversion?

Response: WisDOT noted that it would not acquire signs as part of the conversion. Existing signs would become nonconforming and will be allowed to remain in place, however; they cannot be modified or rebuilt if the cost exceeds 50 percent of the replacement value.

In general, new signs would not be allowed along the US 41 corridor after conversion.

The US 41 reconstruction project, the WIS 10/41/441 interchange project, and the potential Interstate conversion would benefit the study area. It was noted that the Canadian National, which serves the project area, is focused on long-haul routes and does not compete with shorter haul routes served by trucks.

- Will Interstate conversion prevent Brown County from adding an interchange to US 41?

Response – Although additional approvals are needed to allow an interchange to be constructed on an Interstate Highway rather than a US Highway, conversion to an Interstate does not preclude the addition of an interchange.

Agency comments on the information presented at the May 10 meeting are found in Appendix A (pages 1, 2, and 4).

4.2.4 Agency Update Meeting, February 4, 2013

The purpose of the February agency meeting was threefold:

- Update agencies on the proposal to change the project’s environmental document type from an EIS to an ER.
- Review the project’s Agency Coordination Plan and Impact Analysis Methodology (provided on the CD at the back of this document), which have been revised to remove references to the EIS and EIS tasks in the study process.
- Provide a general update on other aspects of the study.

The following questions and comments were provided by agency and municipal representatives at and after the February meeting:

- Why would WisDOT have to sign US 41 concurrent with I-41?

Response—A gap will not be allowed on US 41. US 41 will be supplementally signed along I-41. For additional information on US 41 signing, see page 2-4.

- The USEPA did not see any fatal flaws with the possible change in the project’s document type. USEPA recommended that WisDOT describe how major projects in the study corridor could affect this study.
- DNR did not have any concerns with changing the environmental document type to an ER.
- The U.S. Army Corps of Engineers indicated that it had no appreciable concern with changing to an ER.
- FHWA informed meeting participants that the potential downgrade in the project’s environmental document normally is associated with a change in the project scope, but that is not the case in this study. The lack of significant project impacts prompted consideration of the change.
- The Bay Lake Regional Planning Commission had no concern about the potential document change but said that there could be spot issues with major projects like the Southern Bypass in Brown County or the US 10/WIS 441 interchange.
- The Town of Menasha agreed with the potential change to an ER. The Town representative said he hoped the interchange project would stay on schedule and that the major projects in the study area would be functionally compatible with Interstate conversion.
- The East Central Regional Planning Commission asked whether the grandfathering legislation for oversize/overweight vehicles would only extend to the Zoo Interchange.

Response—Yes, the legislation is needed only for the section of US 41 from the Zoo Interchange to I-43 in Green Bay.

- Will Interstate conversion affect the two access points to USH 41 in Washington County?

Response—No. The two gated access points will be removed regardless of the preferred alternative. The process to permanently remove the access points is under way. The access points, which were never permitted by WisDOT, have been used intermittently by Wisconsin DNR personnel as alternate access to manage Wisconsin DNR property. However, increased traffic volumes on US 41 now make use of the access points a safety concern.

Agency comments on the information presented at the February 4 meeting are found in Appendix A (pages 13 to 17).

4.3 Coordination with Native American Tribes

The project team invited Native American Tribes to be participating agencies in the project's environmental review process. One response was received, declining participation in the study. Appendix D contains the full list of Native American Tribes invited to participate in the study.

On June 11 and 12, 2012, WisDOT had staff at a booth at the Native American Tourism of Wisconsin Conference in Keshena to answer questions about the study. During informal conversations project team members had with conference participants, most people expressed support for Interstate conversion.

Appendix A
Agency Correspondence

From: Runge_CM [Runge_CM@co.brown.wi.us]
Sent: Wednesday, May 09, 2012 2:21 PM
To: Dupies, Dan/MKE
Subject: Can't make US 41 meeting, but here are some comments

Hi Dan,

Well, it turns out I won't be able to make tomorrow's US 41 meeting. However, I do have a few comments about the possible impacts of converting US 41 to an interstate.

Since the Tier 1 EIS will only evaluate the impacts associated with installing interstate signs, there aren't many potential impacts to discuss. But one of the impacts of designating US 41 as an interstate is that it will be much harder to receive approval for a new US 41 interchange at Southbridge Road in De Pere.

This interchange has been identified in MPO, county, and community plans since 1996, and many public and private investments have been made with the assumption that the interchange will eventually be built. But the highway's designation as a future interstate in SAFETEA-LU resulted in the need to develop an Interstate Access Justification Report (IAJR) before the interchange can have a chance of being approved. A second draft of the IAJR is currently being developed, and it will be submitted for review in the near future.

Since this interchange might not be able to be added to US 41 as a result of the highway's conversion to an interstate, this might be something that should be evaluated during the EIS process.

Thanks for the chance to comment, and please let me know if you have questions.

Cole

Cole Runge
Principal Planner
Brown County Planning Commission
305 East Walnut Street Room 320
PO Box 23600
Green Bay, WI 54305-3600
Phone: (920) 448-6480
Fax: (920) 448-4487
Email: runge_cm@co.brown.wi.us



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY

REGION 5
77 WEST JACKSON BOULEVARD
CHICAGO, IL 60604-3590

MAY 31 2012

REPLY TO THE ATTENTION OF:

E-19J

Tracey Blankenship
Federal Highway Administration – Wisconsin Division
525 Junction Road, Suite 8000
Madison, Wisconsin 53717-2157

Re: **Comments on the Agency Coordination Plan, Impact Methodologies, and Draft Purpose and Need for the US 41 Interstate Conversion Study (IH 94 to IH 43), Milwaukee, Waukesha, Washington, Dodge, Fond du Lac, Winnebago, Outagamie, and Brown Counties, Wisconsin**

Dear Ms. Blankenship:

The U.S. Environmental Protection Agency has reviewed the information provided on the above-mentioned project, including the draft Agency Coordination Plan and the draft Impact Methodologies, both dated April 20, 2012, and the draft purpose and need received by our office on May 9, 2012.

The Federal Highway Administration (FHWA), in cooperation with the Wisconsin Department of Transportation (WisDOT), proposes to convert US 41 from a non-interstate freeway on the National Highway System to an Interstate Highway between the Zoo Interchange on Interstate 94 (I-94/I-894) in Milwaukee and the US 41/I-43 interchange in Green Bay. The overall project corridor extends through Kenosha, Racine, Milwaukee, Waukesha, Washington, Dodge, Fond du Lac, Winnebago, Outagamie, and Brown Counties. The process of addressing the requirements to convert US 41 to an interstate highway would occur in stages over many years; WisDOT and FHWA will analyze the conversion via a tiered process. Analysis of the proposed action in the forthcoming Tier 1 Draft EIS will be limited to the following (any upgrades to interchanges or roads will be analyzed in tier 2 documents):

- Consider the broad costs and benefits of interstate conversion;
- Evaluate impacts of signing US 41 and the route designation number;
- Determine the construction impacts of installing interstate signs along the study corridor.

Because the scope of the forthcoming EIS is narrowly defined to only include impacts from updating signs along the interstate, impacts are expected to be minimal. However, because the Draft Purpose and Need states that potential economic impact could extend 10 miles beyond the

interchanges, it is reasonable to expect other resources could be impacted beyond the footprint of the proposed projects. EPA strongly encourages WisDOT and FHWA to conduct thorough indirect and cumulative impacts analyses, including how the potential for induced growth might occur based on the conversion of US 41 to an interstate highway. EPA is particularly interested in impacts to aquatic resources, given the potential increase in impervious surfaces as development along US 41 proceeds. The Tier 1 EIS should include information about all projects that support the US 41 conversion, whether the project has been analyzed under a separate process, and whether the project has been completed. Any future projects to support the US 41 conversion should also be disclosed.

EPA recommends the agreement between FHWA and WisDOT outlining the tiered process is included in the EIS. Further, the EIS should be explicit about how and why the agencies came to this methodology. Currently, it is difficult to determine why actions and impacts were separated between tier 1 (upgrades of signs along US 41) and tier 2 analyses (upgrades to interchanges).

Finally, EPA recommends FHWA and WisDOT clarify whether existing outdoor advertising signs, which will be in non-compliance once US 41 has been converted to an interstate highway per the Highway Beautification Act of 1965, will need to be updated in order to come into compliance. If so, FHWA and WisDOT should discuss potential impacts of replacing advertising signs, particularly impacts to wetlands. EPA acknowledges that new signs will not be permitted along the corridor.

We are committed to working with FHWA and WisDOT on this project to reduce impacts to the environment. Thank you for providing us this opportunity to make comments early in the process. Please send forthcoming concurrence or comment requests as they become available. Should you have any questions, please do not hesitate to contact me or Elizabeth Poole of my staff at (312) 353-2087 or poole.elizabeth@epa.gov.

Sincerely,



for Kenneth A. Westlake, Chief
NEPA Implementation Section
Office of Enforcement and Compliance Assurance

Cc: Tammy Rabe, P.E., Project Manager for WisDOT Northeast Region
Jay Waldschmidt P.E., WisDOT Environmental Services Section
Dan Dupies, CH2MHill

2012 JUN -4 P 1:32
MIDWEST-DIST 3

From: Rabe, Tammy - DOT [Tammy.Rabe@dot.wi.gov]
Sent: Friday, June 15, 2012 4:07 PM
To: 'Andrea.Weddle-Henning@milwcnty.com'
Cc: Frank.Busalacchi@milwcnty.com; Judith.Pingel@milwcnty.com; Dupies, Dan/MKE; 'Andreas, Brian'; DOT NER Interstate Conversion File
Subject: RE: US 41 Interstate Conversion Study (IH 94 - IH 43) Agency Scoping Meeting-Project ID 1113-00-00

Andrea,

Thank you for reviewing the draft plans.

- The only projects associated with interstate conversion will be installation of signs. There will be no local cost participation to the signing on the highway. If you currently have signing off of the state highway system that directs traffic to US 41, US 45, or I-894 and will want to add interstate signs, then that will be subject to determination by the SE Region how those signs would be handled.
- We will make Frank the contact in the plan and for future correspondence.

We will be sending out the revised final plans after all comments have been received.

Thanks,

Tammy Rabe, P.E.
 Planning Project Manager
 WisDOT - DTD - NE Region
 944 VanderPerren Way
 Green Bay WI 54304
 (920)492-5661
Tammy.Rabe@dot.wi.gov

From: Andrea.Weddle-Henning@milwcnty.com [mailto:Andrea.Weddle-Henning@milwcnty.com]
Sent: Friday, June 15, 2012 1:10 PM
To: Rabe, Tammy - DOT
Cc: Frank.Busalacchi@milwcnty.com; Judith.Pingel@milwcnty.com
Subject: US 41 Interstate Conversion Study (IH 94 - IH 43) Agency Scoping Meeting-Project ID 1113-00-00

Hi Tammy,

Thank you for your letter and draft plans for the subject project.

We were able to review the draft Agency Coordination Plan and draft Impact Analysis Methodology Plan and offer the following comments at this time:

- 1). Will this project be 100% by Federal/State funded? Is there any local cost participating anticipated?
- 2). Change the Milwaukee County Contact Person on Page 9 of Table 2.3 to:

Frank Busalacchi, Director
 Milwaukee County
 Department of Transportation

2711 West Wells Street
Milwaukee, WI 53208
Frank.Busalacchi@milwcnty.com
Phone: (414) 278-4941
Fax: (414) 223-1899

We look forward to continued participation in the project.

Have a nice day,

Andrea J. Weddle-Henning, P.E.
Transportation Engineering Manager
Milwaukee County DOT- Transportation Services
2711 W. Wells St., Suite 300
Milwaukee, WI 53208
Office: (414) 278-4934
Fax: (414) 223-1850
Email: andrea.weddle-henning@milwcnty.com

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

1200 New Jersey Ave., SE
Washington, D.C. 20590

In Reply Refer To:
HEPH-20

Mr. John Horsley
Executive Director
American Association of State Highway
and Transportation Officials
444 North Capitol Street, NW.
Washington, DC 20001

Dear Mr. Horsley:

This is in response to your letters of October 24th and October 25th to Administrator Victor M. Mendez requesting comments on applications from Alabama, Illinois, Indiana, Maryland, Minnesota, Texas, and Wisconsin. These requests were considered at the November 2012, meeting of the Special Committee on U.S. Route Numbering. The following are our comments on the requested actions:

Alabama Add U.S. Route 78 as I-22, from I-65 in Birmingham, AL to the Mississippi State Line.

This segment is part of the congressionally designated High Priority Corridor #45, designated as a future Interstate route by Section 1105(e)(5) of the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA), as amended. The FHWA has no objections to the proposed numbering of the requested segment as I-22, but due to the on-going review we cannot concur with the addition of the I-22 number at this time. In the interim the state can sign the route as "Future I-22" until it is added to the Interstate System.

Illinois Co-number I-94 as I-41, from the U.S. Route 41/I-94 Interchange to the Illinois/Wisconsin State Line.

This segment is part of a joint request between Illinois and Wisconsin to establish I-41 from the U.S. Route 41/I-94 Interchange in Illinois to I-43 in Green Bay, Wisconsin. The portion of the request from I-94 in Milwaukee, WI to I-43 in Green Bay, WI is congressionally designated High Priority Corridor #57, designated as future Interstate route by Section 1105(e)(5) of ISTEA, as amended. The FHWA has no objections to the proposed numbering of the requested segment as I-41, but due to the on-going review we cannot concur with the addition of the I-41 number at this time.

Indiana Add a new alignment as I-69 from U.S. Route 231 to State Route 37.

This segment is part of the congressionally designated High Priority Corridor #18, designated as a future Interstate route by Section 1105(e)(5) of the ISTEA, as amended. The FHWA has no objections to the proposed numbering of the requested segment as I-69, but due to the on-going review we cannot concur with the addition of the I-69 number at this time. In the interim the state can sign the route as "Future I-69" until it is added to the Interstate System.

Maryland Relocate I-370 from Sam Eig Highway to State Route 200.

The FHWA is currently reviewing Maryland's request. The FHWA has no objections to the proposed numbering of the relocation as I-370, but due to the on-going review and discussions we cannot concur with the use of I-370 on the proposed relocation at this time.

Minnesota Recognize County Routes 7 and 11 as an Interstate Business Route from Exit 169 to Exit 171 of I-35.

Interstate Business Routes are not part of the Interstate System and do not require FHWA approval. If approved by AASHTO, this designation will be noted in FHWA's records. The State cannot sign the route with an Interstate shield.

Texas Add U.S. Route 59 as I-69 from 0.16 mile north of U.S. Route 59/State Route 529 Interchange to I-610.

This segment is part of the congressionally designated High Priority Corridor #18, designated as a future Interstate route by Section 1105(e)(5) of ISTEA, as amended. The FHWA has no objections to the proposed numbering of the requested segment as I-69, but due to the on-going review we cannot concur with the addition of the I-69 number at this time. In the interim the state can sign the route as "Future I-69" until it is added to the Interstate System.

Texas Add U.S. Route 77 as I-69 from 0.1 mile north of U.S. Route 77/University Boulevard Intersection to 0.6 mile north of County Road 3690.

This segment is part of the congressionally designated High Priority Corridor #18, designated as a future Interstate route by Section 1105(e)(5) of ISTEA, as amended. Section 1105(e)(5)(C)(i) states U.S. Route 77 from the Rio Grande River to Victoria Texas shall be designated as I-69 East. The FHWA has no objections to the State using the numbering of the requested segment as I-69 East as specified in ISTEA. Due to the on-going review we cannot concur with the addition of the I-69 East number at this time. In the interim the state can sign the route as "Future I-69 East" until it is added to the Interstate System.

Texas Add U.S. Route 281 as I-69 Central from U.S. Route 83 to 0.5 mile north of Farm to Market 2812.

This segment is part of the congressionally designated High Priority Corridor #18, designated as a future Interstate route by Section 1105(e)(5) of the ISTEA, as amended. The FHWA has no objections to the proposed numbering of the requested segment as I-69 Central, but due to the on-going review we cannot concur with the addition of the I-69 Central number at this time. In the interim the state can sign the route as "Future I-69 Central" until it is added to the Interstate System.

Texas Add U.S. Route 59 as I-369 from U.S. Route 59/State Highway Loop 151 to I-30.

This segment is part of the congressionally designated High Priority Corridor #20, designated as a future Interstate route by Section 1105(e)(5) of ISTEA, as amended. Section 1105(e)(5)(C)(i) of ISTEA, states U.S. Route 59 from Laredo, Texas to the vicinity of Texarkana, Texas shall be designated as I-69. The FHWA is currently reviewing Texas's request. Due to the on-going review and discussions, FHWA cannot concur with the use of I-369 number at this time.

Texas Add U.S. Route 83 to the Interstate System from U.S. Route 77 to 0.5 mile west of the U.S. Route 83/Shower Road Intersection.

The FHWA is currently reviewing Texas's request to designate U.S. Route 83 as part of the Interstate System. Due to the on-going review and discussions, FHWA cannot concur with the proposed numbering request.

Wisconsin Co-number I-94 and add U.S. Route 41 as I-41 from Illinois/Wisconsin State Line to the U.S. Route 41/I-94 Interchange.

This segment is part of a joint request between Illinois and Wisconsin to establish I-41 from the U.S. Route 41/I-94 Interchange in Illinois to I-43 in Green Bay, Wisconsin. The portion of the joint request from I-94 in Milwaukee, WI to I-43 in Green Bay, WI is congressionally designated High Priority Corridor #57, designated as a future Interstate route by Section 1105(e)(5) of ISTEA, as amended. The FHWA has no objections to the proposed numbering of the requested segment in Wisconsin as I-41, but due to the on-going review we cannot concur with the addition of the I-41 number at this time.

Upon completion of its consideration of the requests, the FHWA will inform AASHTO of the actions taken by copy. If there are any questions regarding these comments or approvals, please contact Kevin Adderly at (202) 366-5006.

Sincerely,



Shari Schaftlein
Director, Office of Human Environment

cc: Marty Vitale (AASHTO)



**Division of Transportation
System Development**
Northeast Regional Office
944 Vanderperren Way
Green Bay, WI 54304



Scott Walker, Governor
Mark Gottlieb, P.E., Secretary
Internet web site: www.dot.wisconsin.gov

Telephone: (920)492-2222
Facsimile (FAX): (920)492-5807
E-mail: ner.dtsd@dot.wi.gov

December 3, 2012

Mr. George Poirier
FHWA, Wisconsin Division
525 Junction Road, Suite 8000
Madison, WI 53717

Dear Mr. Poirier

WisDOT is formally requesting designation of Interstate 41. IH-41 is proposed to follow US 41 from the US 41/I-43 Interchange in Green Bay south to the US 41/US 45 split near Richfield then follow US 45 to the Zoo Interchange (I-94/I-894), then follow I-894 to the Mitchell Interchange (I-94/I-894) and then follow US 41/I-94 south to the Wisconsin/Illinois state border, a total of 171.5 miles.

AASHTO conditionally approved the IH-41 designation pending FHWA approval at their Special Committee on U.S. Route Numbering Annual Meeting held on November 16, 2012.

WisDOT will continue to work with the FHWA to complete the environmental document and the formal WisDOT/FHWA agreement. Official conversion of US 41 to an Interstate will not occur until federal grandfathering legislation to allow oversize/overweight trucks to continue to use the highway occurs.

It is anticipated that installation of Interstate shields will occur in 2014 provided the items listed above are accomplished. We look forward to continuing to work with you on this exciting project.

Sincerely,

Will Dorsey
NE Region Director



State of Wisconsin
DEPARTMENT OF NATURAL RESOURCES
Waukesha Service Center
141 NW Barstow, Room 180
Waukesha, WI 53188

Scott Walker, Governor
Cathy Stepp, Secretary
Telephone 608-266-2621
Toll Free 1-888-936-7463
TTY Access via relay - 711



December 7, 2012

Brian Andreas
Project Manager
Strand Associates, Inc.
910 West Wingra Drive
Madison, WI 53715

Subject: **Threatened and Endangered Species Review**
Project ID 1113-00-00
US 41 Interstate Conversion
Green Bay to Milwaukee

Dear Mr. Andreas:

The Department of Natural Resources (DNR) has received the information you provided for the US 41 interstate conversion project. This project includes re-signing the corridor using existing sign posts and sign bridges and replacement of sign posts as needed

Based on a review of the Natural Heritage Inventory, threatened and endangered species are present along the US 41 corridor however, due to the location and low-level disturbance of this project, these species will not be impacted.

No further DNR coordination is needed at this time. Please notify DNR if the scope of the work changes.

Sincerely,

Julie Widholm

262-574-2112
Environmental Analysis & Review Specialist
Southeast Region

CC: Dan Dupies – CH2M
Mike Thompson – DNR
Craig Webster – DNR
Jim Doperalski – DNR
Scott Lee- DOT
Mike Helmrik - DOT



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

Wisconsin Division Office

December 13, 2012

525 Junction Road, Suite 8000
Madison, WI 53717
Phone: (608) 829-7500
Fax: (608) 829-7526
www.fhwa.dot.gov/widiv/

In Reply Refer To:
HDA-WI

Will Dorsey, Region Director
Division of Transportation System Development
Northeast Regional Office
Wisconsin Department of Transportation
944 Vanderperren Way
Green Bay, WI 54304

Dear Mr. Dorsey:

We are writing to respond to your December 3, 2012 letter requesting formal designation of United States (US) Highway 41 as Interstate Highway (IH) 41. As provided in the enclosed November 15, 2012 letter from our Headquarters' Office of Human Environment, the Federal Highway Administration (FHWA) has indicated that they have no objections to the proposed numbering of US 41 as IH 41.

As stated in the letter, and as recognized in your December 3rd request, FHWA cannot provide final approval on the designation of US 41 as IH 41 until the National Environmental Policy Act (NEPA) process has been completed and the Wisconsin Department of Transportation (WisDOT) / FHWA Conversion Agreement has been signed. These are key steps in the designation process that are currently underway and are on schedule to meet your desired 2014 timeframe for shielding US 41 as Interstate Highway.

We understand that you are requesting documentation that provides definitive agreement on the IH 41 route number designation in order to adequately reflect NEPA impacts associated with the conversion. The November 15, 2012 letter provided by our HQ office, along with this letter, should serve as documentation of FHWA's acceptance of designating the future Interstate facility as IH 41. However, final approval of the designation and the ability to advance with shielding the facility as IH 41 cannot occur until the completion of the NEPA document and Agreement, which you currently have scheduled for completion in 2013.

If you have any further questions, please contact John Berg at (608) 829-7515 or Tracey Blankenship at (608) 829-7510.

Sincerely,

George R. Poirier, P.E.
Division Administrator

Enclosure

ecc: Daniel Grasser, WisDOT
Donald Miller, WisDOT
Rory Rhinesmith, WisDOT
Colleen Harris, WisDOT
Brian Brock, WisDOT
Jill Michleson, WisDOT
Tammy Rabe, WisDOT
John Berg, FHWA
Tracey Blankenship, FHWA
Kirk Fredrichs, FHWA
George Poirier, FHWA

From: Vandehey, Paula [mailto:paula.vandehey@appleton.org]
Sent: Friday, February 01, 2013 9:18 AM
To: Rabe, Tammy - DOT
Subject: RE: Interstate Conversion Agency Meeting Reminder

Tammy, [?]

[?]

No I do not have any issues with that change. [?]

[?]

Paula [?]

[?]

[?]

From: Rabe, Tammy - DOT [mailto:Tammy.Rabe@dot.wi.gov]
Sent: Friday, February 01, 2013 9:11 AM
To: Paula Vandehey
Subject: RE: Interstate Conversion Agency Meeting Reminder

Thanks for letting me know. [?]

[?]

Do you have any concerns with WisDOT changing the environmental document type from an EIS to an ER? The main [?] reason for this meeting is for FHWA to feel comfortable that the cooperating and participating agencies are on board [?] with the change. [?]

[?]

Tammy [?]

From: Graser, Rebecca M MVP [mailto:Rebecca.M.Graser@usace.army.mil]
Sent: Friday, February 01, 2013 1:29 PM
To: Dupies, Dan/MKE
Cc: Rabe, Tammy - DOT; Shoemaker, Joey R MVP
Subject: FW: Interstate Conversion Agency Meeting Reminder (UNCLASSIFIED)

Classification: UNCLASSIFIED
Caveats: NONE

Dan:

Thank you for the information regarding the 41 Conversion study. I briefly discussed the meeting and our agency position on the level of study with Joey Shoemaker in our Green Bay office this morning, and we agreed that our agency had no appreciable concern with the proposed ER. Please see message from Joey from earlier this morning. Because the potential for regulated impacts to waters of the United States is anticipated to be extremely limited (to absent), our agency will not attend the meeting on Monday. Please feel free to contact Joey or I with any questions you might have. Thank you.

Rebecca Graser, WI Program Manager
USACE-MVP-OP-R

(262) 717-9531, extension 3
(262) 422-3051 (cell)

-----Original Message-----

From: Shoemaker, Joey R MVP
Sent: Friday, February 01, 2013 9:19 AM
To: Rabe, Tammy - DOT
Cc: Graser, Rebecca M MVP
Subject: RE: Interstate Conversion Agency Meeting Reminder (UNCLASSIFIED)

Classification: UNCLASSIFIED
Caveats: NONE

Ms. Rabe,

The Corps will not be in attendance for the meeting next week. Since there is no anticipation of wetland or waterway impacts we have little concern with the proposal to change from an EIS to ER. Please contact us if wetland impacts become an issue with the project. Thanks!

Joey Shoemaker
Regulatory Project Manager
U. S. Army Corps of Engineers, St. Paul District

Green Bay, Wisconsin
920-448-2824

From: GKaiser@ci.neenah.wi.us [mailto:GKaiser@ci.neenah.wi.us]

Sent: Monday, February 04, 2013 1:53 PM

To: Rabe, Tammy - DOT

Subject: Re: Interstate Conversion Agency Meeting Reminder

Ms. Rabe,

I apologize for the late reply on this matter. I have read the materials provided and do not have any questions or concerns about the proposed change in environmental document.

Gerry Kaiser, P.E.

Deputy Director

City of Neenah - Public Works & Utilities

Phone: 920-886-6241

Fax: 920-886-6250



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION 5
77 WEST JACKSON BOULEVARD
CHICAGO, IL 60604-3590

FEB 21 2013

REPLY TO THE ATTENTION OF:

E-19J

Tracey Blankenship
Federal Highway Administration – Wisconsin Division
525 Junction Road, Suite 8000
Madison, Wisconsin 53717-2157

Re: **Change in Environmental Document Type for US 41 Interstate Conversion Study (IH 94 to IH 43), Milwaukee, Waukesha, Washington, Dodge, Fond du Lac, Winnebago, Outagamie, and Brown Counties, Wisconsin**

Dear Ms. Blankenship:

The U.S. Environmental Protection Agency has received the January 7, 2013 memo regarding the change in environmental document for the US 41 Conversion Project. The Federal Highway Administration (FHWA), in conjunction with the Wisconsin Department of Transportation (WisDOT), recommends changing the type of environmental document from an environmental impact statement (EIS) to an environmental report (ER).

The purpose of this letter is to formally agree with the decision to prepare an ER rather than an EIS. EPA understands the scope of impacts is limited to spot improvements and replacement of existing signs along the route.

We are committed to working with FHWA and WisDOT on this project to reduce impacts to the environment. Should you have any questions, please do not hesitate to contact me or Elizabeth Poole of my staff at (312) 353-2087 or poole.elizabeth@epa.gov.

Sincerely,

A handwritten signature in black ink, appearing to read "Kenneth A. Westlake".

Kenneth A. Westlake, Chief
NEPA Implementation Section
Office of Enforcement and Compliance Assurance

Cc: Tammy Rabe, Project Manager for WisDOT Northeast Region
Jay Waldschmidt, NEPA Coordinator, WisDOT Environmental Services Section



03/27/2013

Tammy Rabe, P.E.
Planning Project Manager
WisDOT- NE Region
944 VanderPerren Way
Green Bay, WI 54304

Subject: **Initial Project Review**
Project I.D 1113-00-00
US 41 Interstate Conversion Study
US41/I-94 Interchange south of the state line to US 41/I-43 Interchange Green Bay

Dear Tammy Rabe:

The Department of Natural Resources (DNR) has received the information provided for the proposed above referenced project. According to the proposal, the purpose of this project is to convert US 41 from a non-Interstate freeway on the National Highway System to an Interstate highway between the Zoo Interchange on Interstate 94 (I-94/I-894) in Milwaukee and the US 41/I 43 interchange in Green Bay. The overall study corridor extends through Kenosha, Racine, Milwaukee, Waukesha, Washington, Dodge, Fond du Lac, Winnebago, Outagamie, and Brown counties. Proposed activities include: re-signing the length of the newly designated interstate, installing median delineations on concrete barriers, possible sign bridge repairs, moving a sign near the northbound Appleton Avenue exit ramp, and installing of guard rail to close access points.

Preliminary information has been reviewed by DNR staff for the project under the Department of Transportation (DOT)/DNR Cooperative Agreement. Initial comments on the project as proposed are included below.

A. Project-Specific Resource Concerns

Public Lands:

The DNR properties Theresa Marsh and Allenton Wildlife Areas are located in Washington County along US 41. Currently, both of these properties have a physical access point to US 41. DNR understands these accesses will not be permitted on the proposed interstate highway. Southeast Region DOT and DNR will continue coordination on this issue.

Wetlands:

Wetlands exist in the US 41 corridor; however no impacts to wetlands are expected from the proposed project.

Waterways and Floodplains:

The project corridor intersects numerous waterways; no impacts are expected to waterways or floodplains.

Endangered Resources:

Based on a review of the Natural Heritage Inventory, threatened and endangered species are present along the US 41 corridor however, due to the location and low-level disturbance of this project, these species will not be impacted.

B. Construction Site Considerations:

The following issues may be addressed in the Special Provisions and the contractor will be required to outline their construction methods in the Erosion Control Implementation Plan (ECIP).

Erosion control/Stormwater

Erosion control devices should be specified on the construction plans. All disturbed bank areas should be adequately protected and restored as soon as feasible.

An adequate ECIP for the project must be developed by the contractor and submitted to this office for review at least 14 days prior to the preconstruction conference.

If erosion mat is used along stream banks, the department recommends that biodegradable and non-netted mat be used (e.g., Class I Type A Urban, Class I Type B Urban, or Class II Type C). Long-term netted mats may cause animals to become entrapped while moving in and out of the stream. Avoid the use of fine mesh matting that is tied or bonded at the mesh intersection such that the openings in the mesh are fixed in size.

Sincerely,

Julie Wichholm

Environmental Analysis & Review Specialist
Southeast Region

CC: Dan Dupies – CH2M Hill
Brian Andreas - Strand
Scott Lee- DOT
Bryan Lipke - DOT
Mike Thompson – WDNR

BY ELECTRONIC MAIL



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

Wisconsin Division Office

May 29, 2013

525 Junction Road, Suite 8000
Madison, WI 53717
Phone: (608) 829-7500
Fax: (608) 829-7526
www.fhwa.dot.gov/widiv/

In Reply Refer To:
HDA-WI

William Dorsey
Northeast Region Director
Wisconsin Department of Transportation
944 Vanderperren Way
Green Bay, WI 54304

Dear Mr. Dorsey:

We are writing to notify you that we have received the US 41 Interstate Conversion Study Environmental Document Type Memo and concur with its findings. FHWA has determined that Interstate conversion meets the definition of a categorical exclusion as described in 23 CFR 771.117 and 40 CFR 1508.4. Based on past experience with similar actions, Interstate conversions do not have significant environmental impacts. FHWA and WisDOT will complete an Environmental Report to document environmental analyses, impacts of the proposed project, and the detailed basis for the determination that the project meets the definition of a categorical exclusion. A revised notice of intent will be issued to advise the public that FHWA and WisDOT will not prepare a Tier 1 Environmental Impact Statement (EIS) for the proposed Interstate conversion of U.S. Highway 41 in Milwaukee, Waukesha, Washington, Dodge, Fond du Lac, Winnebago, Outagamie, and Brown Counties, in Wisconsin.

If you have any questions on this matter, please contact Andy Brinkerhoff at (608) 829-7523 or Tracey Blankenship at (608) 829-7510.

Sincerely,

A handwritten signature in blue ink, appearing to read "George R. Poirier", enclosed within a large, loopy blue oval scribble.

George R. Poirier, P.E.
Division Administrator

ecc: Tammy Rabe, WisDOT, NE Region, Planning Project Manager
Jill Michaelson, WisDOT, NE Region, Planning Supervisor
Michael Helmrick, WisDOT, NE Region, Environmental Coordinator
Jay Waldschmidt, WisDOT, ESS, Noise and Air Quality Engineer, NE Region ESS Liaison
Daniel Scudder, WisDOT, ESS, Section Chief

Appendix B
US 41 Improvement Projects



Summary of Interstate Conversion Improvements

US 41 Interstate Conversion Project
WisDOT Project ID 1113-00-00



Project Termini	Short Term	Mid Term 2014 - 2027	Impact Category*	Comments
	Improvements	Improvements		
Zoo Freeway (Burleigh Street - Good Hope Road) Milwaukee County From MM 43 to MM 49	Move Type 2 sign and remove vegetation to improve sight distance at NB Appleton Avenue exit ramp		3	Included as part of Interstate signing contracts. No wetlands, burial sites, historical or archaeological sites, or flood plain areas in work area. Low likelihood of environmental impacts.
	Install median delineation on concrete barrier for horizontal curves		3	Included as part of Interstate signing contracts. Since the proposed work only involves installing delineation on existing concrete median barriers, there is low likelihood of environmental impacts.
	Remove concrete barrier between mainline and ramp to improve visibility at SB Capital Drive and SB Appleton Avenue.		3	Included as part of Interstate signing contracts. Since the proposed work only involves removing existing concrete barrier within the existing roadway pavement area, there is low likelihood of environmental impacts.
		1100-33-70: Resurfacing, Good Hope Road Interchange, 2014	3	See text for discussion of expected environmental impacts of resurface projects.
		1100-20/21-70: Resurfacing, Burleigh Street to Good Hope Road, 2020	3	See text for discussion of expected environmental impacts of resurface projects.
		Add NB and SB auxiliary lanes from Appleton Avenue to Silver Spring Drive	3	No wetlands, burial sites, historical or archaeological sites, or flood plain areas in project area. Anticipate widening bridge over Carmen Avenue SB. Anticipate use of concrete barrier walls to stay within existing R/W. Low likelihood of environmental impacts.

***Impact Category Legend**

- 1) Not related to interstate conversion and low likelihood of environmental impacts
- 2) Not related to interstate conversion and high likelihood of environmental impacts
- 3) Related to interstate conversion and low likelihood of environmental impacts
- 4) Related to interstate conversion and high likelihood of environmental impacts



Summary of Interstate Conversion Improvements

US 41 Interstate Conversion Project
WisDOT Project ID 1113-00-00



Project Termini	Short Term	Mid Term 2014 - 2027	Impact Category*	Comments
	Improvements	Improvements		
Good Hope Road to North Waukesha County Line Milwaukee and Waukesha Counties From MM 49 to MM 53		2782-12-70: Reconstruction, Pilgrim Road Interchange, 2015	1	The environmental document for this project is an ER. No exceptions to standards are needed. The existing structures over US 41/45 will be redecked and raised to have a minimum vertical clearance of 16'-0". The existing interchange configuration will remain.
		1100-37-70: Bridge Rehab, Waukesha County, 2015 (Raise Pilgrim Road bridges to improve vertical clearance)	1	The environmental document for this project is an ER. No exceptions to standards are needed. The existing structures over US 41/45 will be redecked and raised to have a minimum vertical clearance of 16'-0". The existing interchange configuration will remain.
		1100-36-70/71: Resurfacing, 2018-2019	3	See text for discussion of expected environmental impacts of resurface projects.
South Washington County Line to US 45/41 Split Washington County From MM 53 to MM 61	1100-40-70: Beam Guard End Treatments, Washington County, 2013		3	See text for discussion of expected environmental impacts of beam guard improvements.
	Install additional signing NB for US 41/45 split		3	Included as part of Interstate signing contracts. There are no mapped wetlands, floodplains, historical, archaeological, or burial sites at this project location. Low likelihood of environmental impacts.
		1100-39-70: Bridge Rehab, Washington County Line to US 41/45 Split, 2020	3	Bridge rehab work expected to include painting, deck overlays, deck replacements, deck widening, joint repairs, and concrete surface repair. Low likelihood of environmental impacts since the work is confined to the existing structures.
		1100-38-70: Resurfacing, Washington County Line to US 41/45 Split including replacing low tension median barrier, 2016	3	See text for discussion of expected environmental impacts of resurface projects.
		Install beam guard at outside piers for the Mequon Road bridge	3	Included as part of Interstate signing contracts. There are no mapped wetlands, floodplains, historical, archaeological, or burial sites at this project location. Low likelihood of environmental impacts.
		Install beam guard at outside piers for the US 45 bridge	3	Included as part of Interstate signing contracts. There are no mapped floodplains, historical, archaeological, or burial sites at this project location. There is a mapped wetland near the project site that may lead to a non-significant impact. Therefore, low likelihood of environmental impacts.

***Impact Category Legend**

- 1) Not related to interstate conversion and low likelihood of environmental impacts
- 2) Not related to interstate conversion and high likelihood of environmental impacts
- 3) Related to interstate conversion and low likelihood of environmental impacts
- 4) Related to interstate conversion and high likelihood of environmental impacts



Summary of Interstate Conversion Improvements

US 41 Interstate Conversion Project
WisDOT Project ID 1113-00-00



Project Termini	Short Term	Mid Term 2014 - 2027	Impact Category*	Comments
	Improvements	Improvements		
US 41/45 Split to North Washington County Line Washington County From MM 61 to MM 81	1100-40-70: Beam Guard End Treatments, Washington County, 2013		3	See text for discussion of expected environmental impacts of beam guard improvements.
		Install guardrail and remove gate in fence to close two existing private accesses to WisDNR property, 2014 - 2019	1	Work expected to include adding guardrail to the opening in the existing guardrail and replacing the fence gate with standard fencing. Low likelihood of environmental impacts since the work is limited in scope and directly adjacent to the existing roadway.
		1107-02-79: Reconstruction, WIS 144 Interchange, 2014	1	The environmental document for this project is an ER and was signed on 2/20/2003 with a signed re-evaluation on 3/23/2012. No exceptions to standards are needed. The interchange will be reconstructed to a standard diamond style interchange. The WIS 144 bridge over USH 41 will be reconstructed to provide a vertical clearance of 17'-3".
		1100-03-71: Bridge Rehab, Bridge over Kohlsville River (B66-23/16), 2014	1	The environmental document for this project will be a pER. The bridge shoulders will be widened to 12-foot outside and 8-foot inside meeting Interstate standards. No exceptions to standards are needed.
		1100-16-70: Reconstruction, WIS 60 interchange, 2019	1	The environmental document for this project is an ER and was signed on 11/10/2009. No exceptions to standards are needed. The existing 30 MPH design speed loop ramp for northbound will remain. WIS 60 structures over USH 41 will be widened. The WB structure will have a vertical clearance of 16'-7.3".
		1107-00-71: Resurfacing, US 41/45 Split to South Dodge County Line, 2022		3
South Dodge County Line to North Dodge County Line Dodge County From MM 81 to MM 89		1107-00-04/74: Resurfacing, South Dodge County Line to North Dodge County Line including installing median barrier, 2015	3	See text for discussion of expected environmental impacts of resurface projects.

***Impact Category Legend**

- 1) Not related to interstate conversion and low likelihood of environmental impacts
- 2) Not related to interstate conversion and high likelihood of environmental impacts
- 3) Related to interstate conversion and low likelihood of environmental impacts
- 4) Related to interstate conversion and high likelihood of environmental impacts



Summary of Interstate Conversion Improvements

US 41 Interstate Conversion Project
WisDOT Project ID 1113-00-00



Project Termini	Short Term	Mid Term 2014 - 2027	Impact Category*	Comments
	Improvements	Improvements		
South Fond du Lac County Line to US 151 Fond Du Lac County From MM 89 to MM 97	1000-03-32: Guardrail upgrades, 2012		3	See text for discussion of expected environmental impacts of beam guard improvements.
		Resurfacing, 2022-2026	3	See text for discussion of expected environmental impacts of resurface projects.
US 151 to WIS 23 Fond Du Lac County From MM 97 to MM 101	1000-03-32: Guardrail upgrades, 2012		3	See text for discussion of expected environmental impacts of beam guard improvements.
WIS 23 to WIS 26 Fond du Lac and Winnebago Counties From MM 101 to MM 113	1000-03-32: Guardrail upgrades, 2012		3	See text for discussion of expected environmental impacts of beam guard improvements.
		Resurfacing, 2025-2027	3	See text for discussion of expected environmental impacts of resurface projects.
Breezewood to WIS 15 Winnebago and Outagamie Counties From MM 130 to MM 139	1000-03-30: Guardrail upgrades, 2012		3	See text for discussion of expected environmental impacts of beam guard improvements.
	Install median delineation on concrete barrier for horizontal curves		3	Included as part of Interstate signing contracts. Since the proposed work only involves installing delineation on existing concrete median barriers, low likelihood of environmental impacts.
		Joint Maintenance Repair, 2018	3	Low likelihood of environmental impacts since work is restricted to roadway pavement joints.
		Resurfacing, 2020-2025	3	See text for discussion of expected environmental impacts of resurface projects.

***Impact Category Legend**

- 1) Not related to interstate conversion and low likelihood of environmental impacts
- 2) Not related to interstate conversion and high likelihood of environmental impacts
- 3) Related to interstate conversion and low likelihood of environmental impacts
- 4) Related to interstate conversion and high likelihood of environmental impacts



Summary of Interstate Conversion Improvements

US 41 Interstate Conversion Project
WisDOT Project ID 1113-00-00



Project Termini	Short Term	Mid Term 2014 - 2027	Impact Category*	Comments
	Improvements	Improvements		
WIS 15 to County J Outagamie County From MM 139 to MM 151	1000-03-32: Guardrail upgrades, 2012		3	See text for discussion of expected environmental impacts of beam guard improvements.
		Resurfacing, 2026-2028	3	See text for discussion of expected environmental impacts of resurface projects.
		1130-33-71 Reconstruction, WIS 47, 2014	1	The environmental document for this project is an ER and was signed on 9/12/2012. No exceptions to standards are needed. Because of structural issues, STH 47 structures over USH 41 will be raised to provide 16'-0" clearance.
County J to County F Brown County From MM 151 to MM 161	1000-03-32: Guardrail upgrades, 2012		3	See text for discussion of expected environmental impacts of beam guard improvements.
		1120-47-71 Resurfacing, County J to County F including installing median barrier and extending beam guard at County U and County S bridge structures, 2017	3	See text for discussion of expected environmental impacts of resurface projects.

***Impact Category Legend**

- 1) Not related to interstate conversion and low likelihood of environmental impacts
- 2) Not related to interstate conversion and high likelihood of environmental impacts
- 3) Related to interstate conversion and low likelihood of environmental impacts
- 4) Related to interstate conversion and high likelihood of environmental impacts

Appendix C
Technical Memorandums



**Division of Transportation
System Development**
Northeast Regional Office
944 Vanderperren Way
Green Bay, WI 54304



Scott Walker, Governor
Mark Gottlieb, P.E., Secretary
Internet web site: www.dot.wisconsin.gov

Telephone: (920)492-2222
Facsimile (FAX): (920)492-5807
E-mail: ner.dtsd@dot.wi.gov

OVERSIZE/OVERWEIGHT TECHNICAL MEMORANDUM

Date: June 3, 2013

To: Dan Dupies, CH2M Hill
Tammy Rabe, WisDOT
Bryan Lipke, WisDOT

From: Brian Andreas, Strand Associates
Libby Ogard, Prime Focus LLC

Subject: Oversize/Overweight Evaluation for the US 41 Environmental Report

The US 41 Interstate conversion project extends from the Wisconsin/Illinois state line to Green Bay, following IH 94, IH 894, US 45, and US 41. Although the study area includes portions of existing Interstate, the limits of concern in this memorandum are the corridor from the Zoo interchange in Milwaukee County to Interstate 43 in Brown County.

The focus of this memorandum is to define the existing conditions of Oversize/Overweight (OSOW) Trucking on US 45 and US 41 and to determine the impacts due to designating the corridor as an interstate. The size, weight, and load of vehicles traveling on US 41 are regulated and restricted in accordance with the Code of Federal Regulations (CFR) Title 23 Highways Chapter I Part 657 (*Certification of Size and Weight Enforcement*), CFR Title 23 Highways Chapter I Part 658 (*Truck Size and Weight, Route Designations-Length, Width and Weight Limits*) and Wisconsin State Statutes Chapter 348 (*Vehicles-Size, Weight and Load*).

If US 41 is designated as an Interstate, without federal grandfathering legislation it will become subject to the maximum gross vehicle weight allowed as 80,000 pounds, except where lower gross vehicle weight is dictated by the bridge formula. Currently on US 41, trucks hauling certain commodities are authorized by Wisconsin law to haul at over 80,000 pounds. This is authorized by permit or statutory exception for divisible loads (i.e. the load could be divided into smaller loads) as established in Wisconsin Statute 348, and by chapters of Wisconsin Administrative Code. Some common divisible loads that are currently allowed by permit or statute include shipments such as milk, timber, fresh vegetables, livestock, garbage, and scrap metal. See Table 3 for examples of trip permits and statutory exceptions for divisible loads.

Background

According to WisDOT's 2007 commodity flow database, almost 89 million truck tons of freight originated in the 10 counties along US 41. That accounted for almost 42 percent of Wisconsin's originating truck tonnage. The commodities were valued at nearly \$228 billion. The main commodities originating in the corridor are freight bound for warehouse and distribution centers, stone, gravel, sand, grain, and paper. In 2007, more than 81 million truck tons of freight entered the 10 counties along US 41, accounting for 47 percent of the state's terminating truck tonnage. The commodities were valued at over \$268 billion. The main commodities terminating along US 41 include freight bound for warehouse and distribution centers, gravel, sand, stone, concrete, forest materials, dairy farm products, and iron/steel products.

The industrial clusters that have shaped the US 41 corridor include paper and paper products manufacturing, food processing, metal products, machinery and equipment manufacturing, and defense contracting.

Definition of Oversize/Overweight Trucks

Trucks that exceed legal weight limits established in Wisconsin State Statute 348 and Administrative Code Trans 276 are considered OSOW vehicles.

A typical oversize vehicle's dimensions exceed the following dimensions:

Width	8 feet 6 inches
Height	13 feet 6 inches
Length (single vehicle and load)	40 feet
Length (combination of two vehicles)	65 feet
Length (truck/tractor and semi-trailer)	75/65 feet

A typical overweight vehicle exceeds the following axle weights:

Any one wheel or wheels supporting one end of an axle	11,000 pounds
Truck tractor steering axle	13,000 pounds
Single axle	20,000 pounds
Tandem axles	34,000 pounds
Maximum gross vehicle weight on all axles	80,000 pounds

In addition to being oversize or overweight, a vehicle can be classified as a divisible or non-divisible load. A non-divisible load is one manufactured by an original equipment manufacturer such as a generator or a mobile home, which if dismantled might not function as originally intended or might require complex reassembly. Non-divisible loads also include overweight sealed international containers. Non-divisible and oversize loads are currently allowed to obtain permits for operation on Interstate highways and therefore are not affected if US 41 is converted to an Interstate.

Oversize/Overweight Truck Routes

The Wisconsin DOT *Facilities Development Manual* 11-25-1.1.1 (February 25, 2011) recognizes three categories of truck routes on the state highway network.

- Designated Long Truck Routes—no overall length limitation; maximum 53-foot trailer, 43 feet from king pin to rear axle; maximum 28-foot 6-inch trailers on double bottoms.
- 75-foot Restricted Truck Routes—75-foot overall length limitation; maximum 53-foot trailer, 43 feet from king pin to rear axle, no double bottoms.
- 65-foot restricted truck routes—65-foot overall length limitation; maximum 48-foot trailer, no double bottom.

US 41 from Green Bay to Milwaukee is a “designated long truck route” and a primary route on the state’s OSOW freight network (See the exhibit on page 7). In east central Wisconsin US 41 is a primary north-south OSOW corridor. It is flanked by I-39 and I-43, which both have long truck route and OSOW designations. The OSOW freight network represents a core subset of the state highway

network that can accommodate most OSOW permitted loads. The network contains commonly traveled origin-destination travel pairs that support growing industry needs. These route designations are expected to improve carrier travel time reliability, to reduce agency permit review time, and to aid in the identification of infrastructure improvements that will protect and preserve the rest of the state's secondary infrastructure network.

Rail Service Options

The Canadian National railroad parallels the US 41 corridor between Green Bay and Milwaukee. The Canadian National is a Class 1 railroad which handles intermodal freight on their network; however, they do not handle intermodal freight on their rail line that parallels US 41. This section of highway was previously connected to two intermodal rail terminals operated by the Wisconsin Central railroad. Approximately 28,000 trailers or containers per year were handled at the Green Bay terminal and approximately 8,000 containers or trailers per year were handled at the Neenah facility. When the Wisconsin Central railroad was sold in 2001, these terminals for intermodal containers and trailers were closed. Currently, there are no intermodal access points along the US 41 corridor that might move OSOW.

There is one transload operation in Oshkosh, located adjacent to the Wisconsin Southern Railroad, where bulk cargo can be transferred to and from the railroad. This facility could load bulk product into rail cars but does not have lift equipment capable of loading OSOW containers. Short line railroads like the Wisconsin Southern typically do not handle dedicated intermodal freight trains.

The lack of intermodal terminals along this section of US 41 means that originating or terminating freight must be hauled via truck.

Oversize/Overweight Permitting Process

Trucks that exceed size and weight limits established in Wisconsin Statute 348 and Administrative Code TRANS 276 are required to obtain a permit to travel on designated truck and OSOW routes. Permits are issued by the Department of Motor Vehicles (DMV) and allow the movement of specific commodities and equipment configurations that support Wisconsin businesses and industries.

Wisconsin issues single- and multiple-trip permits for OSOW truckload movement. Wisconsin has more divisible load multiple-trip permits than any other state and authorizes many divisible loads under statute for which no permit is required. In June 2010, WisDOT reported that more than 200 OSOW permits were issued every day.

Single-trip permits are valid for only one trip per Wisconsin State Statute 348.26. The route is specified, and a return trip is allowed if requested with the original permit application. Carriers propose a route on a single-trip application. Once the application is filed, Wisconsin OSOW/DMV staff reviews height, width, and construction of proposed route. Single-trip permits involve a rigorous review of truck configurations and routes; multi-trip permits do not. In 2008 more than 39,000 single-trip permits were issued, an 11 percent increase over 2007 and a 19 percent increase over 2006.

Multiple-trip permits allow unlimited trips and are available for 3 to 12 months. More than 15,000 multiple-trip permits were issued in 2008, a 3 percent decrease from 2007. Multiple-trip permits may authorize divisible or non-divisible loads depending on the Wisconsin Statutes.

See Table 3 for information on the commodities that are currently allowed on US 41 as opposed to I-39 and I-43.

Number of Oversize / Overweight Vehicles in the Study Corridor

Due to the fact that most of the OSOW vehicles in the US 41 corridor are hauling loads using a multi-trip permit or are allowed by state statute, there is currently no process in place to determine the

actually number of OSOW vehicles traveling on US 41. For the study's environmental document, an attempt was made to quantify the affected vehicles.

In October 2011, WisDOT collected information about the type and number of OSOW carriers on US 41 one mile north of the Outagamie County line from 7:00 to 11:00 a.m. The number of likely OSOW vehicles ranged hourly from 9 to 15 percent of the total trucks observed (Table 1).

The number of OSOW trucks estimated in October 2011 was thought to be understated for the following reasons:

- Scrap metal and garbage movement are primary commodities in the corridor; however, the local landfills were not open during all hours traffic was observed.
- Construction activities along the corridor were low because of seasonal considerations.
- The observation period was past the optimal harvest period for the season.
- Given the considerations above, and after discussion with industry and Wisconsin State Patrol, a realistic percentage of OSOW vehicles on US 41 may be 12 to 20 percent of the daily truck traffic.
- To estimate the total number of OSOW vehicles in the US 41 study area, WisDOT applied the probable percentage of OSOW vehicles to the truck percentages in the counties that could be affected by interstate conversion. The results are found in Table 2.

TABLE 1

Potential OSOW Vehicles Observed on US 41 One Mile North of Outagamie County Line

	Hour (A.M.)					Totals by Type	% of Total Trucks
	7:00	8:00	9:00	10:00	11:00		
Total trucks	128	154	147	159	703		
Milk	5	3	3	—	—	11	1.6
Intermediate lumber, pulp, chips	2	1	3	2	1	9	1.3
Scrap	4	2	6	1	2	15	2.1
Empty livestock	2	3	2	7	1	15	2.1
Agricultural/seasonal farm truck	1	2	5	1	5	14	1.9
Oversize	1	1	—	—	2	4	0.6
Septage	—	1	—	—	—	1	0.1
Heavy equipment	—	3	—	1	—	4	0.6
Compacted garbage refuse	—	2	4	1	3	10	1.4
Total trucks	15	18	23	13	14	83	11.8
% of total hour activities	13	14	15	9	9	12	

Table 2
US 41 Traffic Volumes Along Interstate Conversion Segment

County	Range of AADT⁽¹⁾	2006-2010 Average AADT	Total Truck AADT	Average Estimated OSOW Permit
Brown	35,900–73,400	57,560	4,605	737
Outagamie	45,200–80,000	53,670	5,260	842
Winnebago	36,000–60,800	58,840	10,120	1,619
Fond du Lac	30,900–41,600	34,700	5,413	866
Dodge	29,600–32,500	30,780	4,802	768
Washington	27,700–80,700	41,640	3,623	580
Waukesha	69,100-120,000	79,420	6,910	1,106

Potential Impacts of Interstate Conversion

If federal grandfathering legislation does not occur, there would be significant impacts to industry and carriers that currently haul overweight loads on US 41 by permit and statutes. WisDOT held a meeting with industry stakeholders on December 15, 2011 to inform them of the Interstate Conversion project. Stakeholders stated that without grandfathering legislation, they would either have to add additional trucks to US 41 or find alternative routes to haul their products. This would have a significant negative economic impact to the stakeholders. At the stakeholder meeting, Tom Howells, Wisconsin Motor Carriers Association, volunteered to take the industry lead on championing federal grandfathering legislation. Industry has held additional meetings on February 13, 2012, April 11, 2012 and February 12, 2013 that WisDOT has attended.

Proposed Grandfathering Legislation

Federal legislation is being developed that would allow overweight trucks currently authorized to operate on US 41 to use I-41. This grandfathering legislation would allow vehicles that are currently authorized by existing Wisconsin statutes or permits to continue using the highway.

In the mid-1990's, federal legislation was passed allowing trucks that were already hauling on US 51 by permit or state statute to continue using the highway when it became I-39. The proposed grandfathering legislation for US 41 would be the same type of legislation enacted for Interstate 39.

Because it is uncertain whether the federal grandfathering legislation will pass prior to the approval of this environmental document, WisDOT has committed to not convert US 41 to an Interstate until the grandfathering legislation is law.

Interstate Designation Impacts

The proposed grandfathering legislation will “lock-in” current configurations and gross vehicle weights that are permitted or allowed by state statute at the time the grandfathering legislation is enacted. The legislation will avoid impacts to oversize/overweight haulers and the industries they serve in the near term. However, in the long term this locking in of current permits and state statutes may affect operators of overweight trucks on US 41. The potential impact would arise if a future new state statute or permit that provided for a favorable configuration with an increased weight was enacted. Trucks on Interstate 41 would not be allowed to operate under the new state statute or permit. Not being able to realize the advantages of the new configuration and higher weights could be an impact to industries that routinely ship oversize/overweight loads and truck operators hauling on Interstate 41.

TABLE 3

Overweight Loads That May Be Permitted Or Allowed By Statute

Commodity/Activity	US 41	I-39	I-43
Multi Trip Permit Types *			
AA (Annual)gvw 170k	x	x	x
AP (Annual) gvw 170k	x	x	x
AO (Military) gvw 170k	x	x	x
BM (Building Permit)no max gvw	x	x	x
GG (General) no max gvw	x	1	1
II (Industrial Interplant)size-only	x	x	No
MH (Mobile Home) size-only	x	x	x
RF (Raw Forest, Fruits, Veggies) 90K-5	x	x	No
RS(Raw Forest) 98kgvw-6 axles	x	No	No
PB(Bulk Potato) 90kgvw-5 axles	x	2	2
PS (Seed Potato) 90kgvw - 6 axles	x	2	2
MI (MI/WI Border)169kgvw - 9 axle	No	No	No
AC (Grain, Coal, Ore)88kgvw - 5 axle	x	No	2
FM(Farm Machinery) size-only	No	3	No
AE(Ag Emergency) no max gvw	x	No	No
AG (Garbage & Recycling) 150kgvw	x	x	No
FF(Farm & Field) 90kgvw-6/8 axles	x	No	No
GG (Manufactured Goods) 90kgvw	No	No	No
Allowed by Statue without Permit **			
Milk	x	x	No
Septage	x	x	No
Metal Scrap	x	x	No
Harvest Allowance	x	x	No
Energy Emergency	x	x	No
Livestock Reload	x	x	No
Forest Products Weighing	x	x	No
Frozen Roads	x	x	No
Forest Products Heavy Axles	x	x	No
Implements of Husbandry	x	x	No
Spring Thaw Suspension	x	No	No
Hay Bales & Xmas Trees	x	No	No

*Maximum Weights/ Dimensions determined by Route Limitations and statutory guidelines

**Maximum Weights/ Dimensions set forth in state statue in relation to each permit type or exception in law

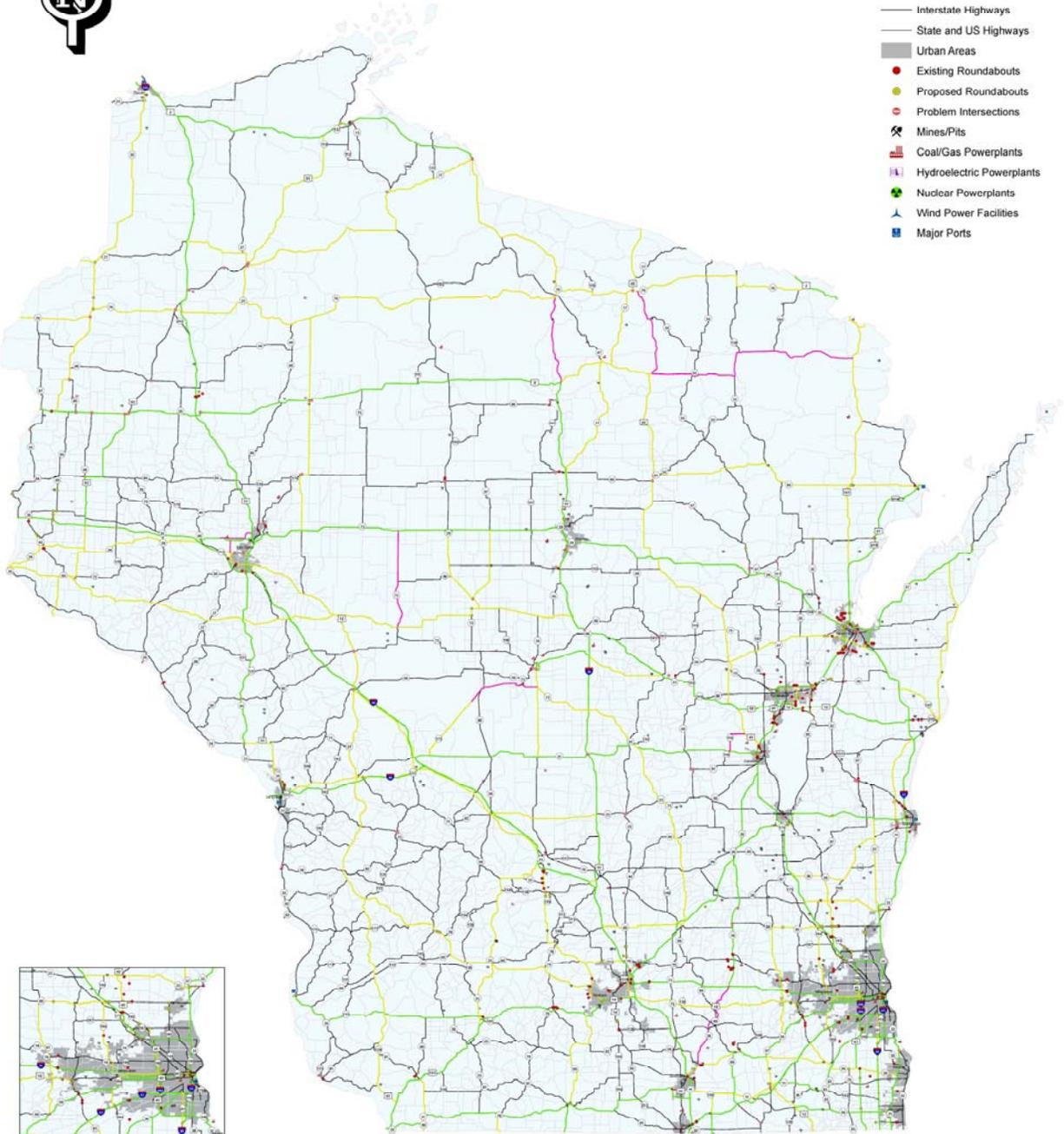


OSOW Freight Network

Updated: 10/19/12

Legend

- Primary Network Route
- Secondary Network Route
- To Be Determined Network Route
- County Highways
- Interstate Highways
- State and US Highways
- Urban Areas
- Existing Roundabouts
- Proposed Roundabouts
- Problem Intersections
- Mines/Pits
- Coal/Gas Powerplants
- Hydroelectric Powerplants
- Nuclear Powerplants
- Wind Power Facilities
- Major Ports





Division of Transportation
System Development
Northeast Regional Office
944 Vanderperren Way
Green Bay, WI 54304



US 41 Conversion

Scott Walker, Governor
Mark Gottlieb, P.E., Secretary
Internet web site: www.dot.wisconsin.gov

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E-mail: ner.dtsd@dot.wi.gov

OUTDOOR ADVERTISING TECHNICAL MEMORANDUM

Date: July 17, 2013

To: Dan Dupies, CH2M Hill
Tammy Rabe, WisDOT
Bryan Lipke, WisDOT
Brian Andreas, Strand Associates

From: Michelle Garrigan
Bloom Companies, LLC

Subject: Outdoor Advertising Environmental Document Summary

The US 41 Interstate conversion project extends from the Wisconsin/Illinois state line to Green Bay, following IH 94, IH 894, US 45, and US 41. Although the study area includes portions of existing Interstate, the limits of concern in this memorandum are the corridor from the Zoo interchange in Milwaukee County to Interstate 43 in Brown County.

The focus of this memorandum is to define the existing conditions of off-property outdoor advertising signs on US 45 and US 41 and to determine the impacts due to designating the corridor as an interstate. Currently, the corridor is designated as a freeway and the applicable laws defining the signing requirements on US 41 include: Department of Transportation, FHWA Title 23 - Code of Federal Regulations Part 750 – Highway Beautification; WisDOT administrative rules, Trans 201; and Wisconsin State Statute 84.30.

Trans 201 defines types of signs that are regulated adjacent to Interstates, Federal Aid Primary Highways, and the National Highway System. A conforming sign is a sign which meets the requirements defined in Department of Transportation, FHWA Title 23 - Code of Federal Regulations Part 750 – Highway Beautification; WisDOT administrative rules, Trans 201; and Wisconsin State Statute 84.30. Conforming sign statuses include:

1. “On–premises” or “on–property sign” means a sign at a business location advertising a business that is conducted on the property and that is located in the immediate vicinity of the business. “Immediate vicinity” in this subsection means the sign is within the area bounded by the buildings, driveways and parking areas in which the activity is conducted or within 50 feet of that area. “Immediate vicinity” does not include any area across a street or road from the area where the business is conducted or any area developed for the purpose of erecting a sign.



2. "Real estate sign" means a sign advertising the sale or lease of land upon which it is located or of a building on that land.
3. "Off-premises" or "off-property sign" means a sign that is not an on-premises sign.
4. "Service club and religious notices" means signs and notices, whose erection is authorized by law, relating to meetings of nonprofit service clubs or charitable associations, or religious services, which signs do not exceed 8 square feet in area.
5. "Directional signs" means signs containing directional information about public places owned or operated by federal, state, or local governments or their agencies; publicly or privately owned natural phenomena, historic, cultural, scientific, educational, and religious sites; and areas of natural scenic beauty or naturally suited for outdoor recreation, deemed to be in the interest of the traveling public.
6. "Official signs and notices" means signs and notices erected and maintained by public officers or public agencies within their territorial or zoning jurisdiction and pursuant to and in accordance with direction or authorization contained in federal, state, or local law for the purposes of carrying out an official duty or responsibility. Historical markers authorized by state law and erected by state or local government agencies or nonprofit historical societies may be considered official signs.

In addition a sign's status may be "non-conforming" or "illegal", as defined below.

1. "Nonconforming sign" means any of the following: (a) A sign that lawfully existed on March 18, 1972 or (b) A sign that was lawfully erected after March 18, 1972, that subsequently did or does not conform to the requirements of Wisconsin State Statute 84.30, Trans. 201, or CRF 750.
2. "Illegal sign" means a sign erected after March 18, 1972 without a permit; a sign that is erected or maintained in a manner that violates any requirement of a permit, Trans. 201 or Wisconsin State Statute 84.30; a non-conforming sign that has lost its non-conforming status; or a grandfathered sign that has lost its grandfathered status.

WisDOT's sign records currently include a database (Outdoor Advertising Sign Inventory System (OASIS)) of regulated signs. This database is maintained in part by each WisDOT regional coordinator conducting field reviews to update a sign's status or adding information on any additional signs that may have been illegally installed. In addition to WisDOT's OASIS system, certified cities permit and maintain an inventory of non-interstate signs in areas zoned commercial or industrial within their jurisdiction which may or may not be included in OASIS. The certified cities along the US 41 corridor include Fond du Lac and Milwaukee. The off-property signs along US 41 in these two communities are in the OASIS database.

Currently, new and existing off-property signs along USH 41 that are located in a certified city are subject to the city's sign regulations and permit authority; no WisDOT permit is required. New and existing off-property signs along USH 41 that are not located in a certified city are subject to WisDOT's permitting authority and to any local regulations that may be in effect. Should these regulations conflict, the more restrictive regulation prevails. The municipality must enforce their sign regulation when it is more restrictive.

If USH 41 is designated an Interstate, all new off-property signs, whether inside or outside of a certified city, must meet federal and state sign regulations. Existing signs that do not meet the state and federal standards will be nonconforming. Local sign regulations will continue to apply along the interstate.

If US 41 is designated as an Interstate, it becomes subject to the 1961 state-federal agreement regarding the regulation of billboards along interstate highways (“Bonus Act Agreement”). Along an interstate, an off-property sign may only be allowed on land that was within the corporate boundary of a city or village on or before September 1, 1959 and is today zoned commercial or industrial or on land that was zoned commercial or industrial on or before September 1, 1959 and is still similarly zoned. The permit application process requires written proof that a proposed sign meets one of those criteria. The status of conforming off-property signs along the US 41 corridor will be changed to non-conforming in WisDOT’s records if US 41 is designated as an Interstate. Sign owners will need to show proof of the sign meeting Bonus requirements to have the non-conforming status removed; just as they would need to if they were applying for a new permit.

In addition to off-property signs, real estate signs will be impacted. Currently, real estate signs do not need to be permitted to be placed along US 41 when the sign size does not exceed 32 square feet. If US 41 is designated an Interstate, all real estate signs will require a permit and can be up to 150 square feet. At the time of Interstate Conversion, all existing real estate signs will be required to get a permit.

To determine how many off-property advertising signs would be impacted by the US 41 Interstate Conversion, a review of the Department’s records was completed. The Department’s records were compared with a field survey. The field survey ensured the Department’s records were accurate and documented any illegally installed signs. Inconsistencies between sign information in the Department’s records and the field data were noted and resolved. The location of each sign was verified, as was sign-to-sign spacing and distance to the nearest interchange or rest area. Each WisDOT Region in the study area (Southeast, Southwest, and Northeast) was responsible for determining the status of their signs by County. The Southeast Region is responsible for Milwaukee, Waukesha, and Washington Counties. The Southwest Region is responsible for Dodge County and the Northeast Region is responsible for Fond du Lac, Winnebago, Outagamie, and Brown Counties. A table, “Outdoor Advertising Sign Conformance,” was developed to assist each region with compiling a complete list of signs based on the OASIS inventory.

Interstate Designation Impacts

In total, there are 341 off-property signs along the US 41 corridor. The table below summarizes the status of the off-property signs by county. In addition to conforming, non-conforming, and illegal, a status of “undetermined” was created to describe signs that need additional research. The status of these undetermined signs could not be verified so they remain in the Department’s records as conforming off-property or nonconforming, awaiting further attention. Additional information that is needed includes: zoning at the time of the permit, current zoning, impacts of previous construction projects on outdoor advertising signs, and permits.

Before Interstate Designation Sign Status				
County	Conforming	Non-Conforming	Illegal	Undetermined
Milwaukee	6	3	0	0
Waukesha	2	1	0	0
Washington	35	33	0	0
Dodge	1	0	0	0
Fond Du Lac	19	16	1	4
Winnebago	65	43	0	19
Outagamie	17	11	0	31
Brown	23	2	5	4
Total	168	109	6	58

The status of currently conforming off-property signs will become non-conforming with Interstate Conversion. These non-conforming signs may remain in place, but they must stay substantially the same and cannot be modified or rebuilt. Sign companies may still be reimbursed if a non-conforming sign is affected by a highway improvement project.

As research is completed on the 58 undetermined signs, they may become non-conforming or illegal. Of the 58 undetermined signs, 11 are currently listed as non-conforming in OASIS and they may become illegal and 4 signs have locations that cannot be determined based on the information in OASIS. The remaining 43 signs are currently listed as conforming off-property in OASIS; however, questions remain about their status. Not considering interstate conversion, 23 of the 43 signs would become non-conforming or illegal because they are on land that is currently zoned agriculture or residential. Fifteen of the 43 signs are within the limits of a 1998 highway improvement project and additional information is needed to determine the impacts on the off-property signs from the previous highway improvement project. The remaining 5 of the 43 signs are listed as undetermined for reasons such as unknown land zoning or the sign may have been affected by a recent highway improvement project.

Therefore, the 168 conforming signs and the 58 undetermined signs may be affected by Interstate conversion. There is no impact due to interstate conversion on signs that are currently non-conforming or illegal. Their status will remain unchanged.

	After Interstate Designation Sign Status			
County	Conforming	Non-Conforming	Illegal	Undetermined
Milwaukee	0	9	0	0
Waukesha	0	3	0	0
Washington	0	68	0	0
Dodge	0	1	0	0
Fond Du Lac	0	35	1	4
Winnebago	0	108	0	19
Outagamie	0	28	0	31
Brown	0	25	5	4
Total	0	277	6	58

After interstate conversion, no new outdoor advertising off-property signs may be installed unless the requirements of the Bonus Act Agreement are met. This impact cannot be quantified directly since potential locations of new outdoor advertising signs are unknown. Off-property signs may still be installed along other highways in the state. In addition, the land adjacent to IH-41 that would potentially have been used for outdoor advertising will now be used for other purposes, such as business development or housing.

**US 41 Interstate Conversion Study
Kenosha, Racine, Milwaukee, Waukesha, Washington, Dodge, Fond du Lac, Winnebago,
Outagamie, and Brown Counties, WI
WisDOT Project I.D. 1113-00-00**

**Applicability of Section 4(f) (49 USC 303) and Section 6(f) to
Publicly-owned Parks, Recreation Areas, and Wildlife and Waterfowl Refuges**

July 30, 2013

The purpose of this memorandum is to obtain input/concurrence from WisDOT ESS and FHWA that the permanent closure of two driveways on US 41 in Washington County as part of the subject project does not constitute a Section 4(f) impact. The U.S. Department of Transportation's Section 4(f) law (49 U.S.C. 303 and 23 U.S.C. 138) states that federal funds may not be approved for projects that use land from a significant publicly owned park, recreation area, wildlife or waterfowl refuge, or any significant historic site unless it is determined that there is no feasible and prudent alternative to the use of land from such properties, and that the action includes all possible planning to minimize harm to the property resulting from such use.

Section 4(f) applies only to the actions of agencies within the U.S. Department of Transportation, including FHWA. While other agencies may have an interest in Section 4(f), FHWA is responsible for Section 4(f) applicability determinations, evaluations, findings, and overall compliance for highway projects.

Since the mid-1990s, the Department of Natural Resources (DNR) has used two gated access points on the west side of US 41 in Washington County to access two wildlife areas. One access point is located by Beaver Dam Road, about 1.25 miles south of the County D interchange, and the other is located approximately 1.1 miles north of the County K interchange, just north of where Aurora Road and Addison Road meet (Exhibit 1). The access point at Beaver Dam Road provides DNR with an alternate entrance to Theresa Marsh Wildlife Area, and the access point near the point where Aurora Road and Addison Road meet provides an alternate access to Allenton Marsh Wildlife Area. WisDOT requested management plans for both properties, but current management plans were not provided since they are outdated and under revision. The Theresa Marsh Wildlife Area and Allenton Marsh Wildlife Area may be Section 4(f) resources because both properties appear to meet the definition of "publicly owned wildlife and waterfowl refuges of national, state, or local significance that are open to the public to the extent that public access does not interfere with the primary purpose of the refuge." (*Section 4(f) Policy Paper*, Office of Planning, Environment and Realty, July 2012)

The access points, which have locked gates at the edge of the US 41 right of way, have been used on an irregular basis by DNR and were never used by the public to access either wildlife area. Access to the south unit of the Theresa Wildlife Area for the public and DNR is available at a parking lot on Beaver Dam Road on the west side of the property (Exhibit 1). There are four parking lots that provide access to Allenton Wildlife Area (Exhibit 1).

The Southeast Region searched their database and found no record of a permit issued to DNR for either access point. See attached letter. Regardless of the project's recommended alternative, it is WisDOT's intention to physically close the access points, by removing both gates in the right-of-way fence and closing the gap in the beam guard at the Beaver Dam Road access point.

Permanently closing both access points would not constitute a Section 4(f) impact because there would not be a "use" of the Theresa Wildlife Area or Allenton Wildlife Area. Three types of use are possible:

- Purchasing a Section 4(f) property (or portion of it) and permanently converting it to a transportation use
WisDOT will not purchase property from either wildlife area in closing the access points. In fact, it appears WisDOT owns the former Beaver Dam Road public right-of-way immediately west of US 41. As part of closing the Beaver Dam Road access point, it will transfer the former right-of-way to the DNR.

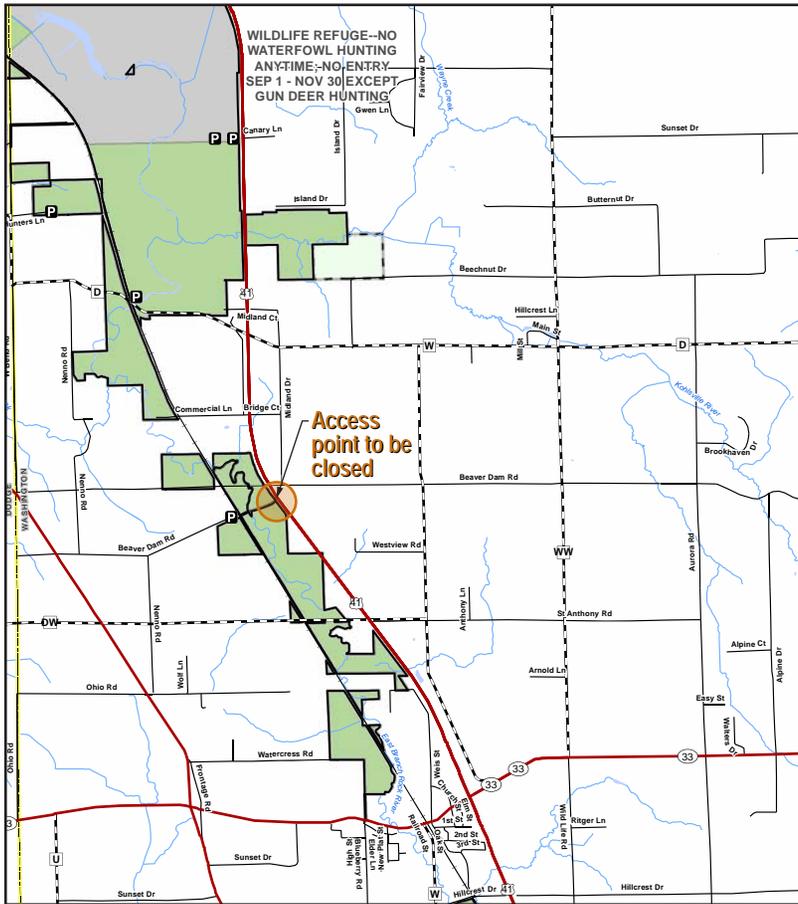
- Temporarily occupying a Section 4(f) property for project construction-related activities. The property is not permanently incorporated into a transportation facility but the activity is considered to be adverse in terms of the preservation purpose of Section 4(f).

WisDOT will not temporarily occupy either wildlife area in closing the access points. The work to close the access points can be conducted from the US 41 right-of-way.

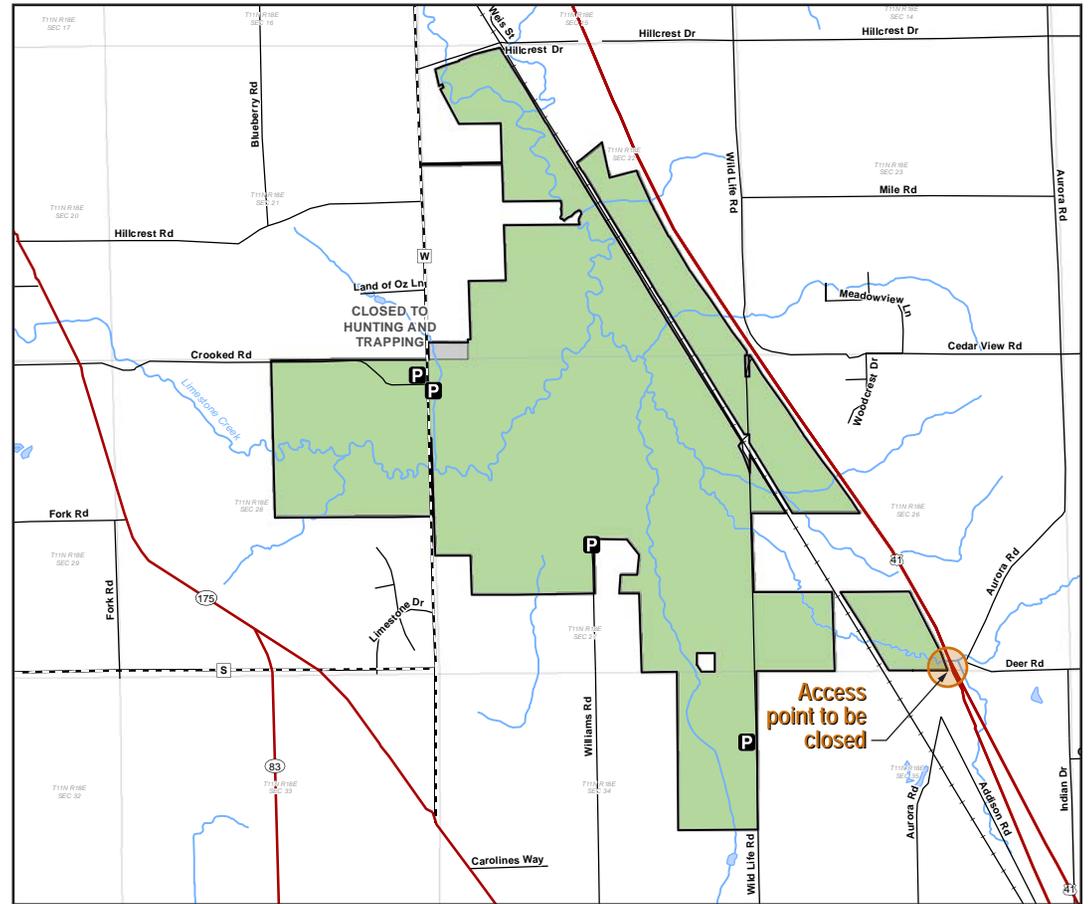
- The third type of use is called constructive use. “A constructive use involves no actual physical use of the Section 4(f) property via permanent incorporation of land or a temporary occupancy of land into a transportation facility. A constructive use occurs when the proximity impacts of a proposed project adjacent to, or nearby, a Section 4(f) property result in substantial impairment to the property's activities, features, or attributes that qualify the property for protection under Section 4(f).” (*Section 4(f) Policy Paper*, Office of Planning, Environment and Realty, July 2012)

Closing the access points will not create proximity impacts that substantially impair the wildlife areas’ activities, features or attributes. As noted, the access points, which were not permitted by WisDOT for DNR use, were never used by the public to access the property. Closing the access points will have no effect on the quality of the wildlife habitat at each property or the quality of the recreational experience for users. In addition, closing the access points will not prevent the DNR from accessing the property or maintaining it. WisDOT coordinated with the DNR about access to the portions of both properties formerly served by the access points. The DNR indicated that they can access the portions of both properties, which are separated by streams from the remainder of the wildlife areas, by small boat or wading across the streams. Finally, according to 23 CFR 774.11(h) when a property formally reserved for a future transportation facility temporarily functions for park, recreation, or wildlife and waterfowl refuge purposes in the interim, the interim activity (the access points at both wildlife areas), regardless of duration, will not subject the property to Section 4(f).

The US 41 access points will be closed by WisDOT because they are unsafe to both potential users of the driveways as well as to the traveling public. These closures have created the opportunity for WisDOT and DNR to swap properties along US 41 to meet the needs of both agencies. WisDOT will deed over to the DNR excess land that is not needed for existing or future transportation purposes along US 41. The DNR will incorporate the land into its existing holdings and improve the wildlife habitat function of the former WisDOT properties. The DNR will deed over to WisDOT land that will result in a straighter US 41 right-of-way thus simplifying WisDOT maintenance activities among other issues.



Theresa Marsh Wildlife Area - Southern Section



Allenton Wildlife Area



Source: Wisconsin Department of Natural Resources

EXHIBIT 1
DNR Access Points to be Closed
In Washington County





Division of Transportation
System Development
Northeast Regional Office
944 Vanderperren Way
Green Bay, WI 54304



US 41 Conversion

Scott Walker, Governor
Mark Gottlieb, P.E., Secretary
Internet web site: www.dot.wisconsin.gov

Telephone: (920)492-2222
Facsimile (FAX): (920)492-5807
E-mail: ner.dtsd@dot.wi.gov

July 8, 2013

George Poirier, Division Administrator
ATTN: Tracey Blankenship
Federal Highways Administration - Wisconsin Division
525 Junction Road, Suite 8000
Madison, WI 53717

Re: ID 1113-00-00
USH 41 Interstate Conversion Plan
IH 94 - IH 43
Various Counties

Dear Mr. Poirier,

The Wisconsin Department of Transportation (WisDOT) is planning to remove two access points that currently exist on US 41 to Wisconsin Department of Natural Resources (WDNR) properties. The first access point is located by Beaver Dam Road, about 1.25 miles south of the CTH D interchange on the west side of the freeway. The second access point is located approximately 1.1 miles north of the CTH K interchange on the west side of the freeway, just north of where Aurora Road and Addison Road meet.

Southeast Region staff has checked through their paper log books as well as our electronic access database and has found no records of a permit issued for either of these two access points. Central office staff has determined that there is no record of legal access being permitted at these two WDNR access points.

If you have questions, please feel free to contact me at 608-516-6340.

Sincerely,

Michael J. Roach
Access Management Engineer
608-516-6340 (cell)

cc: Tammy Rabe, WisDOT NE Region



From: Brinkerhoff, Andrew [<mailto:andrew.brinkerhoff@dot.gov>]
Sent: Tuesday, July 30, 2013 1:33 PM
To: Rabe, Tammy - DOT
Cc: DOT NER Interstate Conversion File; Blankenship, Tracey; Rabe, Tammy - DOT; ian.chidister@dot.gov; Michaelson, Jill - DOT
Subject: FHWA Concurrence on US 41 Interstate Conversion 4(f) Memo

Tammy,

FHWA concurs with the findings and determinations documented in the submitted US 41 Interstate Conversion Section 4(f) Applicability Memo.

Thanks,

Andrew Brinkerhoff, E.I.T.
Field Operations Engineer NE Region
Federal Highway Administration
Wisconsin Division
525 Junction Road, Suite 8000
Madison, WI 53717

(608) 829-7523 (Phone)
(608) 829-7526 (Fax)
andrew.brinkerhoff@dot.gov

From: Rabe, Tammy - DOT [<mailto:Tammy.Rabe@dot.wi.gov>]
Sent: Tuesday, July 30, 2013 10:33 AM
To: Brinkerhoff, Andrew (FHWA); Blankenship, Tracey (FHWA)
Cc: DOT NER Interstate Conversion File
Subject: Interstate Conversion 4(f) memo

Attached is the Interstate Conversion 4(f) memo for FHWA concurrence.

Thanks,

Tammy Rabe, P.E.

Planning Project Manager
WisDOT - DTD - NE Region
944 VanderPerren Way
Green Bay WI 54304
(920)492-5661
Tammy.Rabe@dot.wi.gov

Appendix D

Agencies Invited to Participate in the Study

Agencies Invited to Participate in the Study

Local Officials

Chairman, Town of Addison	Chairman, Town of Menasha
Chairman, Town of Algoma	Director of Community Development, Town of Menasha
Administrator, Village of Allouez	President, Village of Menomonee Falls
Mayor, City of Appleton	Village of Menomonee Falls
President, Village of Ashwaubenon	Mayor, City of Milwaukee
Administrator, Village of Bellevue	Village of Mount Pleasant
Chairman, Town of Byron	Mayor, City of Neenah
Village of Caledonia	Chairman, Town of Neenah
Mayor, City of De Pere	Chairman, Town of Nekimi
Chairman, Town of Eldorado	City of Oak Creek
Community Development Director, Fond du Lac	City of Oshkosh
Chairman, Town of Fond du Lac	Chairman, Town of Oshkosh
President, Village of North Fond du Lac	Town of Paris
Village of Franklin	Village of Pleasant Prairie
Chairman, Town of Friendship	Chairman, Town of Polk
Administrator, Village of Germantown	Town of Raymond
Director of Public Works, Village of Germantown	President, Village of Richfield
Chairman, Town of Germantown	President, Village of Slinger
Chairman, Town of Grand Chute	Administrator, Village of Slinger
Town of Grand Chute DPW	Town of Somers
Mayor, City of Green Bay	Village of Sturtevant
Mayor, City of Greenfield	Village of Suamico
Chairman, Town of Hartford	Chairman, Town of Theresa
President, Village of Howard	Chairwoman, Town of Vanderbroek
Chairman, Town of Kaukauna	Chairman, Town of Vinland
Chairman, Town of Lawrence	Supervisor, Town of Vinland
Mayor, City of Kaukauna	Mayor, City of Wauwatosa
City of Kenosha	Chairman, Town of Wayne
Village President, Village of Kimberly	Mayor, City of West Allis
President, Village of Little Chute	Director of Public Works, City of West Allis
Administrator, Village of Little Chute	President, Village of Wrightstown
Chairman, Town of Lomira	Chairman, Town of Wrightstown
President, Village of Lomira	Town of Yorkville

State

Appleton/Oshkosh/Fond du Lac MPO	Wisconsin Department of Agriculture Trade and Consumer Protection
Bay-Lake Regional Planning Commission	Wisconsin Department of Natural Resources
Green Bay MPO	Wisconsin Department of Transportation
State Historic Preservation Office	Wisconsin State Historical Society
Wisconsin Coastal Zone Management Program	

County

Brown County Executive
 Brown County Planning Commission
 Calumet County Administrator
 Calumet County Economic Dev Specialist
 Calumet County Planning Department
 Dodge County Administrator
 Dodge County Highway Commissioner
 Dodge County Land Resources and Parks
 Department
 Fond du Lac County Executive
 Fond du Lac County Highway Commissioner
 Fond du Lac County Planning and Development
 Department
 Interim Director, Milwaukee Co Dept of
 Transportation
 Kenosha County Highway Commissioner

Milwaukee County Executive
 Outagamie County Executive
 Outagamie County Planning Department
 Outagamie Highway Commissioner
 Racine County Dept of Public Works
 Washington County Administrator
 Washington County Highway
 Washington County Highway Commissioner
 Washington County Planning and Parks Department
 Waukesha County Department of Parks and Land Use
 Waukesha County Department of Public Works
 Waukesha County Executive
 Winnebago County Executive
 Winnebago County Highway Department
 Winnebago County Planning and Zoning Department

Federal

Bureau of Indian Affairs
 National Park Service Regional Office
 U.S. Army Corps of Engineers
 U.S. Department of Agriculture

U.S. Department of the Interior
 U.S. Environmental Protection Agency, Region 5
 U.S. Fish and Wildlife Service

Tribal

Bad River Band of Lake Superior Chippewa Indians of Wisconsin
 Forest County Potawatomi Community of Wisconsin
 Great Lakes Intertribal Council
 Ho-Chunk Nation
 Iowa Tribe of Oklahoma
 Lac Courte Oreilles Band of Lake Superior Chippewa Indians of Wisconsin
 Lac du Flambeau Band of Lake Superior Chippewa Indians of Wisconsin
 Lac Vieux Desert Band of Lake Superior Chippewa Indians
 Menominee Indian Tribe of Wisconsin
 Oneida Nation
 Prairie Band Potawatomi Nation
 Red Cliff Band of Lake Superior Chippewa Indians of Wisconsin
 Sac and Fox Nation of Mississippi in Iowa
 Sac and Fox Nation of Missouri in Kansas and Nebraska
 Sac and Fox Nation of Oklahoma
 Sokaogon Chippewa Community Mole Lake Band
 St. Croix Chippewa Indians of Wisconsin
 Stockbridge Munsee Community of Wisconsin

Note: Most agency representatives listed in this appendix were invited to participate in the study on September 1, 2011. Representatives of agencies located south of the Mitchell Interchange in Milwaukee were invited on January 18, 2013.