

A graphic of a highway shield with a blue border and a red background. The word "Interstate" is written in white, bold, sans-serif font across the center of the shield.

US 41 Conversion

US 41 Interstate Conversion Project Expert Panel Summary Report

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Executive Summary

In the fall 2012, the US 41 Interstate Conversion study team solicited opinions from a panel of local experts and stakeholders on potential impacts associated with designating US Highway 41 to an Interstate Highway between I-94 in the Milwaukee Metro area and I-43 in the Green Bay Metro area. All areas of the corridor were represented with a total of 31 panelists participating in one of three meetings. The Study Team received 32 completed questionnaires and eight participants completed the map exercise.

Key results of this input include the following:

- The increased profile of the US 41 corridor will be the most important impact of the interstate conversion. The interstate status will elevate this corridor during site selection processes of national retailers and other major companies that would not have considered locating on a US Highway.
- Conversion may increase the pace but not the amount of land development. It is likely to assist economic recovery in the study area.
- Land development will likely occur in areas currently planned, zoned, and prepared for development.
- Higher quality commercial and industrial development is expected due to increased national profile of the corridor.
- Increased development will likely result in a loss of some farmland. The pace of farmland conversion to development may be accelerated compared to the corridor remaining a US Highway.
- Increased development will likely result in minimal resource and water quality impacts as these resources are protected by local and state regulations.
- The Ice Age Trail system passes through the study area; a pedestrian trail crossing in the vicinity of US 41 would benefit the system.
- Environmental justice populations (e.g., low income families and minorities) are not anticipated to be adversely impacted by interstate conversion. In fact, the workforce may benefit from increased job opportunities as a result of increased development. However, public transportation options need to be available for such populations to reach employment destinations.

Introduction

In the fall 2012, the US 41 Interstate Conversion study team solicited opinions from a panel of local experts and stakeholders on potential impacts associated with designating US Highway 41 as an Interstate Highway between I-94 in the Milwaukee Metro area and I-43 in the Green Bay Metro area. The study team sent invitations to 213 representatives at the local, county, regional, and state level. Panelists were selected based on their professional 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 survey and mapping exercise and attend one of three panel meetings. Representatives from the following agencies and communities participated as panelists:

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

Panelists were asked to review project background materials, complete an online questionnaire, complete a mapping exercise, and attend one of three panel meetings to identify and discuss potential impacts associated with interstate conversion. Panel meetings were held in Menomonee Falls, Fond du Lac, and Appleton. A total of 31 panelists participated in at least one of the meetings, and 32 questionnaires were completed and 8 participants completed the map exercise. The following sections provide a summary of each expert panel activity.

Questionnaire and Mapping Exercise Response Summary

The expert panel questionnaire included questions pertaining to land development, economic development, resource, environmental justice, and other possible impacts associated with converting US 41 to an interstate highway. Responses to each question are summarized on the following pages.

“How might the amount of land development change as a result of designating US 41 an interstate highway compared to keeping it a US highway?”

Answer Options	Substantially more development	Moderately more development	Slightly more development	No change	Slightly less development	Moderately less development	Substantially less development	No opinion	Response Count
Residential	0	2	9	16	1	0	0	4	32
Commercial	2	8	11	5	0	0	0	5	31
Industrial	2	9	8	5	1	0	0	6	31
Institutional	0	4	7	14	0	0	0	6	31
<i>answered question</i>									32
<i>skipped question</i>									0

“How might the pace of land development change as a result of designating US 41 an interstate highway compared to keeping it a US highway?”

Answer Options	Substantially more development	Moderately more development	Slightly more development	No change	Slightly less development	Moderately less development	Substantially less development	No opinion	Response Count
Residential	0	2	8	16	0	0	0	4	30
Commercial	2	4	16	3	0	0	0	5	30
Industrial	2	2	16	3	1	0	0	5	29
Institutional	0	0	9	14	0	0	0	7	30
<i>answered question</i>									30
<i>skipped question</i>									2

“How might the quality of land development change as a result of designating US 41 an interstate highway compared to keeping it a US highway?”

Answer Options	Higher quality	No change	Lower quality	No opinion	Response Count
Residential	3	22	1	4	30
Commercial	12	12	1	5	30
Industrial	10	14	1	5	30
Institutional	3	21	0	6	30
<i>answered question</i>					30
<i>skipped question</i>					2

When asked to draw on maps to identify areas where land development may occur as a result of designating US 41 an interstate highway compared to keeping it a US highway, and to describe why land development may occur, respondents indicated the following. Land development impact maps are provided at the end of this report.

- Based on Wauwatosa’s location and the fact that the city is completely built-out, we do not anticipate increased development due to a conversion.
- Each of the townships along the corridor is currently urbanizing residentially, commercially and industrially, so in my opinion, the interstate designation would not inhibit development.
- The US 41 Conversion Study will have no direct impact, but interstate safety and design standards would apply to future freeway reconstruction projects in the corridor. A higher level of service freeway may induce development in planned/zoned areas of the corridor.
- I don’t see a dramatic increase in development, and most would be expected near the interchanges and adjacent to US 41.
- One of the areas in Appleton along US 41 that is still available is a one-owner plot of land. They owner may be willing to develop, this development would happen regardless of the change of US 41 to an interstate, but the type of development could be affected by the interstate designation. We also still have lots available in our Northeast Industrial Park, which is located along US 41. The change to an interstate may affect the types of businesses that we can attract.
- I would not anticipate a change in growth from companies and/or interests inside the state because those familiar with the highway recognize that it is already up to interstate standards; however, I would anticipate designation to an interstate sparking a moderate level of new interest in economic development from outside the state due to the fact that (1) interstate standards are well understood and accepted by developers, and (2) the move signals growth and progress to them, attracting interest.
- Near County Q and US 41, near Goodhope Road and US 41.

US 41 Interstate Conversion Project: Expert Panel Questionnaire Summary

- Developers are attracted to interstate highways because they help market the property "easy access off Interstate ___." Major retailers use interstate intersections as real estate search criteria. Having interstate designation will add to local development pressure around every intersection.
- Proximity to interstate highway and interchange.
- There may be expansion of existing commercial and industrial areas and corresponding growth of residential areas due to the need and convenience of access to the expanded businesses.
- West American Drive and County CB, County BB West of 41, and County II East of US 41.
- Used the county comprehensive plan as a guide.
- May bring more traffic; making more small business development practical.
- This land is ripe for development and will have excellent access to an interstate highway allowing a shorter commute time for employers, easier access for customers, and quicker transportation for industry.
- We expect that there may be more development nearer to US 41.
- The City of West Bend anticipates that conversion of US 41 to an interstate designation will likely escalate planned (or zoned) patterns of growth. Although difficult to specifically quantify, the conversion lends itself to natural growth patterns.
- Land development is based on local government adopted 2020 and 2035 land use plan maps in comprehensive plans. Without guidance as to what changes may occur on US 41 as it is designated an interstate, it is difficult to determine what impact it will have. My "no opinions" above may be different if I had been given guidance as to what changes to US 41 may occur. Such as the DOT explain how traffic typically increases due to conversion of US highway to interstate. If I knew the potential impact - I could answer this questionnaire better.
- The areas south of west Bend (east edge of Area 8) will develop more quickly as industrial and the area along STH 33 west of West Bend (east edge area 8) will experienced accelerated commercial development activity.

US 41 Interstate Conversion Project: Expert Panel Questionnaire Summary

“How might the amount of the following specific development types change as a result of designating US 41 and interstate highway compared to keeping it a US highway?”

Answer Options	Substantially more development	Moderately more development	Slightly more development	No change	Slightly less development	Moderately less development	Substantially less development	No opinion	Response Count
Single-family	0	1	11	12	0	1	0	5	30
Two-family (duplex)	0	2	8	13	0	1	0	6	30
Multifamily	0	3	10	10	0	1	0	6	30
Neighborhood office	0	2	7	15	0	0	0	6	30
Mixed-use	1	2	12	9	0	0	0	6	30
Regional office	2	6	13	4	0	0	0	5	30
Neighborhood commercial	0	1	12	11	0	0	0	6	30
Regional commercial	4	1	16	4	0	0	0	5	30
Manufacturing/assembly	0	6	13	5	0	0	0	6	30
Warehousing/freight	4	6	11	4	0	0	0	5	30
Institutional campus	0	2	8	13	0	0	0	7	30
Redevelop.	0	4	14	6	0	0	0	6	30
<i>answered question</i>									30
<i>skipped question</i>									2

US 41 Interstate Conversion Project: Expert Panel Questionnaire Summary

"How might the pace of the following specific development types change as a result of designating US 41 and interstate highway compared to keeping it a US highway?"

Answer Options	Substantially faster pace	Moderately faster pace	Slightly faster pace	No change	Slightly slower pace	Moderately slower pace	Substantially slower pace	No opinion	Response Count
Single-family	0	2	8	15	0	0	0	5	30
Two-family (duplex)	0	2	7	15	0	0	0	6	30
Multifamily	0	2	11	11	0	0	0	6	30
Neighborhood office	0	3	7	14	0	0	0	6	30
Mixed-use	1	2	13	8	0	0	0	6	30
Regional office	2	4	16	3	0	0	0	5	30
Neighborhood commercial	0	3	9	13	0	0	0	5	30
Regional commercial	3	3	16	3	0	0	0	5	30
Institutional campus	0	1	10	12	0	0	0	7	30
Manufacturing/assembly	2	3	16	4	0	0	0	5	30
Warehousing/freight	3	6	13	3	0	0	0	5	30
Redevelop.	1	0	16	7	0	0	0	6	30
<i>answered question</i>									30
<i>skipped question</i>									2

US 41 Interstate Conversion Project: Expert Panel Questionnaire Summary

“Where is new development likely to occur as a result of designating US 41 and interstate highway compared to keeping it a US highway?”

Answer Options	Within 5 miles of US 41	Within 10 miles of US 41	At US 41 interchanges	Scattered throughout the study area	In areas planned for future development	In areas not planned for future development	No Opinion	Response Count
Single-family	8	7	2	14	13	2	8	30
Two-family (duplex)	9	6	0	6	11	1	11	30
Multifamily	9	5	1	4	10	0	11	29
Neighborhood office	12	3	2	7	11	1	8	30
Mixed-use	8	1	5	6	11	0	8	29
Regional office	10	3	12	3	9	1	7	30
Neighborhood commercial	9	3	6	3	11	1	7	29
Regional commercial	10	1	11	4	11	1	6	30
Institutional campus	7	4	3	1	8	2	11	30
Manufacturing/assembly	11	9	4	3	12	1	6	30
Warehousing/freight	15	4	7	3	11	1	6	30
Redevelopment	8	4	6	6	8	1	9	29
<i>answered question</i>								30
<i>skipped question</i>								2

US 41 Interstate Conversion Project: Expert Panel Questionnaire Summary

“How likely are the following types of highway-oriented businesses to develop or expand in the study area as a result of designating US 41 and interstate highway compared to keeping it a US highway?”

Answer Options	Very likely	Moderately likely	Somewhat likely	No change	Somewhat unlikely	Moderately unlikely	Very unlikely	No opinion	Response Count
Gas stations	5	3	10	7	0	0	0	4	29
Truck stops	6	5	9	5	0	0	0	4	29
Restaurants	6	4	10	5	0	0	0	4	29
Lodging	7	2	9	7	0	0	0	4	29
Gift shops	3	2	8	11	1	0	0	4	29
Tourist attractions	3	2	7	12	1	0	0	4	29
<i>answered question</i>									29
<i>skipped question</i>									3

“How likely are the following types of highway dependent businesses likely to develop or expand the study area as a result of designating US 41 and interstate highway compared to keeping it a US highway?”

Answer Options	Very likely	Moderately likely	Somewhat likely	No change	Somewhat unlikely	Moderately unlikely	Very unlikely	No opinion	Response Count
Large scale retail stores	5	3	7	7	1	0	0	6	29
Large scale grocery stores	2	5	6	10	1	0	0	5	29
Regional shopping malls	4	3	6	9	1	0	0	6	29
Auto malls	2	4	8	9	1	0	0	5	29
Small retail/service centers	1	4	9	8	1	0	0	6	29
Corporate headquarters	4	6	8	5	0	0	0	6	29
Institutional campuses	1	2	10	10	0	0	0	6	29
Distribution/warehousing	3	8	9	2	0	1	0	6	29
Manufacturing/processing	3	5	9	5	1	0	0	6	29
Transportation services	4	7	8	3	0	1	0	6	29
<i>answered question</i>									29
<i>skipped question</i>									3

US 41 Interstate Conversion Project: Expert Panel Questionnaire Summary

“How might the following economic sectors be impacted as a result of designating US 41 and interstate highway compared to keeping it a US highway?”

Answer Options	Very positive impact	Moderately positive impact	Slightly positive impact	No impact	Slightly negative impact	Moderately negative impact	Very negative impact	No opinion	Response Count
Agriculture	0	1	5	11	4	1	1	6	29
Timber	0	1	3	16	0	1	1	7	29
Mineral Extraction	0	2	9	11	0	0	0	7	29
Manufacturing	3	8	6	6	0	0	0	6	29
Research & Development	2	6	7	8	0	0	0	6	29
Retail	4	5	9	5	0	0	0	6	29
Service	1	5	8	8	1	0	0	6	29
Entertainment	1	5	5	11	1	0	0	6	29
Hospitality/Tourism	4	6	7	5	1	0	0	6	29
Transportation/Logistics	5	4	9	3	1	0	0	7	29
Energy/Utilities	0	4	5	13	1	0	0	6	29
Other	0	0	0	7	0	0	0	13	20
<i>answered question</i>									29
<i>skipped question</i>									3

“Describe how the economic sectors in the question above may be impacted by designating US 41 an interstate highway compared to keeping it a US highway.”

- Agriculture
 - Less agricultural land if development occurs.
 - Weight restrictions?
 - Assumes weight limits are unchanged, could increase land values near the facility may not remain in agriculture.
 - Designation should lead to easier, faster, safer transport of goods and workforce. (Based on exemption of weight limits approval).
 - Possible additional green space developed.
 - Possible land takings in long-range future.
 - Improved access to markets.
 - Farmland will be sold to more attractive development use.

US 41 Interstate Conversion Project: Expert Panel Questionnaire Summary

- Limited land remaining for agriculture.
- More agricultural land will be developed. Agricultural land sales will increase and present owners may benefit from sales. Agricultural accessory markets would benefit.
- Agricultural lands are viewed areas for development.
- New interchanges may remove small amounts of agricultural land.
- Timber
 - Not prevalent in the corridor.
 - Weight restrictions?
 - Assumes weight limits are unchanged, no timber operations near the highway.
 - Designation should lead to easier, faster, safer transport of goods and workforce. (Based on exemption of weight limits approval).
 - Minimal impact.
 - Better delivery options.
 - Wooded lands will be sold to more attractive development use.
 - Limited land for timber.
 - Little impact.
 - Desirable areas for high end residential development.
 - Road kept up to federal standards safer for trucking.
- Mineral Extraction
 - Less land to mine if development occurs.
 - Weight restrictions?
 - If additional economic development occurs, more minerals will be needed.
 - Designation should lead to easier, faster, safer transport of goods and workforce. (Based on exemption of weight limits approval).
 - Minimal impact.
 - No impact.
 - Access will improve.
 - Non-metallic mining products.
 - Would benefit from construction and access.
 - Local quarries to supply sand and rock for construction.
 - Road kept up to federal standards safer for trucking.
- Manufacturing
 - Raise profile of planned industrial lands to searchers.
 - Might promote new development.
 - Weight restrictions?
 - Businesses may expand, based on increased demand.
 - Designation should lead to easier, faster, safer transport of goods and workforce. (Based on exemption of weight limits approval).

US 41 Interstate Conversion Project: Expert Panel Questionnaire Summary

- Better marketing potential to growth companies.
- Interstate designation puts manufacturing on the map.
- Improved access to markets and suppliers.
- Visibility and access will improve.
- Designation will be an incentive.
- Would benefit from access and visibility.
- Quicker and easier access.
- Research and Development
 - Potentially more attractive nationally based on the designation.
 - Commute for high tech workers possibly living in outlying areas.
 - Better marketing potential to growth companies.
 - Minimal impact.
 - No Impact.
 - Visibility and access will improve.
 - Limited positive impact.
 - Would benefit from access and visibility.
 - Quicker and easier access.
- Retail
 - If more residential, retail may be needed.
 - Businesses may expand, based on increased demand.
 - More cars passing by retail increase chance of more people stopping and shopping at retail.
 - Designation should lead to easier, faster, safer transport of goods and workforce. (Based on exemption of weight limits approval).
 - Interstate designation attracts retail labels to corridor.
 - Better access for customers.
 - Visibility and access will improve.
 - Added regional traffic.
 - Will be a major incentive.
 - Would benefit from access, visibility and additional traffic.
 - Quicker and easier access.
- Service
 - If more residential and commercial, service will be needed.
 - Businesses may expand, based on increased demand.
 - No change.
 - Minimal impact.
 - Better access for customers.

US 41 Interstate Conversion Project: Expert Panel Questionnaire Summary

- Some gain.
- Visibility and access will improve.
- Will have positive impacts.
- Would benefit from access, visibility and additional traffic.
- Quicker and easier access.
- Entertainment
 - If more residential, entertainment may be needed.
 - May expand, based on increased demand.
 - No change.
 - Minimal impact.
 - Better access for customers.
 - Visibility and access will improve.
 - Limited impact.
 - Would benefit from access, visibility and additional traffic.
- Hospitality and Tourism
 - Improve appearance of access to region.
 - Potentially more attractive nationally based on the designation.
 - Increased tourism because of the ease of congestion on current US 41. Many people now using US 151 and then 55 to go up the east side of Lake Winnebago.
 - Interstate designation brings more tourists and conferences to area - easier wayfinding.
 - Improved travel time for tourists.
 - Visibility and access will improve.
 - Published interstate routes may draw tourists through the area.
 - Limited impact.
 - Would benefit from access, visibility and additional traffic.
 - Quicker and easier access.
- Transportation/Logistics
 - Raise profile of available sites.
 - If more development, more transportation.
 - Potentially more attractive nationally based on the designation.
 - Designation should lead to easier, faster, safer transport of goods and workforce. (Based on exemption of weight limits approval).
 - More demand.
 - Interstate designation attracts more trucking firms.
 - Some gain.
 - Visibility and access will improve.

US 41 Interstate Conversion Project: Expert Panel Questionnaire Summary

- Designated link to interstate system.
- Will have a positive benefit.
- Would benefit from interstate access and additional traffic.
- Quicker and easier access.
- Energy/Utilities
 - If more development, potentially more energy/utilities.
 - Increased energy use.
 - No change.
 - Minimal impact.
 - No Impact.
 - Limited impact.
 - Would benefit from additional development.
 - No change

“How might truck freight be impacted as a result of designating US 41 and interstate highway compared to keeping it a US highway?”

Answer Options	Response Percent	Response Count
Substantially more freight movement	10.3%	3
Moderately more freight movement	37.9%	11
Slightly more freight movement	31.0%	9
No change	6.9%	2
Slightly less freight movement	0.0%	0
Moderately less freight movement	0.0%	0
Substantially less freight movement	0.0%	0
No opinion	13.8%	4
	<i>answered question</i>	29
	<i>skipped question</i>	3

US 41 Interstate Conversion Project: Expert Panel Questionnaire Summary

"How likely is it that interstate designation of US 41 will assist the economic recovery in the study area (from the current economic condition)?"

Answer Options	Response Percent	Response Count
Very likely	3.4%	1
Moderately likely	13.8%	4
Somewhat likely	51.7%	15
No change	10.3%	3
Somewhat unlikely	0.0%	0
Moderately unlikely	0.0%	0
Very unlikely	0.0%	0
<i>answered question</i>		29
<i>skipped question</i>		3

"Indicate the level of impact that designating US 41 an interstate highway may have on each of the following resource."

Answer Options	Very positive impact	Moderately positive impact	Slightly positive impact	No impact	Slightly negative impact	Moderately negative impact	Very negative impact	No opinion	Response Count
Farmland	0	0	1	10	12	2	1	3	29
Wetlands	0	0	1	11	10	2	1	4	29
Surface Water	0	0	1	14	6	3	1	4	29
Ground Water	0	0	1	13	8	1	1	5	29
Air Quality	0	0	3	9	10	3	1	3	29
Woodlands	0	0	1	18	6	0	1	3	29
Endangered Species	0	0	0	18	3	0	2	6	29
Historic Sites	0	0	2	16	4	0	1	6	29
Archaeological Sites	0	0	0	18	3	0	1	7	29
<i>answered question</i>									29
<i>skipped question</i>									3

"Are resources in the study area currently under pressure from activities other than the US 41 interstate conversion project?"

- Farmland
 - Loss of farmland to development.
 - Farmland will likely be turned into development.
 - Farmland near the highway may become more valuable for other uses.
 - May reduce some farm acreage if lane and shoulders need to be widened.
 - Use of current green space.
 - Some taking of farmland in long-range future.
 - Fewer access points could cause more transportation issues. Prime farmland taken to build the interchanges. Weight restriction issues.
 - Farmland will give way to more lucrative development pressure.
 - Pressure to develop current farmland for development purposes.
 - Interstate status will draw more commercial development, potentially taking farmland out of production.
 - Additional development would involve sales of existing farmland.
 - Most development has a negative impact to farming (Loss of productive agricultural lands to development).
 - May reduce farmland.
 - Leave production.
- Wetlands
 - Loss of/impairment to wetlands as a result of development.
 - If there is any effect it would be changes due to development. One could argue that this could be positive or negative.
 - Wetlands near the roadway could be impacted by development.
 - May cause need for wetlands to be relocated.
 - Use of current green space; however, mitigated by engineered remediation strategies.
 - Would need to see WDNR wetland inventory files to make initial determination on this.
 - Increased runoff from increased traffic.
 - Development pressure will result in more impervious surface, more runoff, and degraded runoff quality.
 - Filling.
 - More traffic, more development, more runoff into wetlands.
 - Little impact as long as wetland regulations are followed.
 - Environmental areas get impacted as areas develop around them creating an island effect.
 - May adversely impact wetlands.
 - Construction impacts.

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- Surface Water
 - Increase in runoff volume if development occurs.
 - Could be impacted by additional use.
 - Presumed additional traffic will increase pollution on ground and in air. Adverse affects from salt, oil, litter etc.
 - Heavier use of organic compounds like fuel.
 - Not qualified to comment on this.
 - Increased runoff from increased traffic.
 - Development pressure will result in more impervious surface, more runoff, and degraded runoff quality.
 - Sediment.
 - Added pollutants in the runoff into area streams from interstate and added development.
 - Little impact as long as existing stormwater/erosion control regulations are followed.
 - Anytime you have development it impacts drainage to surface water.
 - Alter natural flows.
- Ground Water
 - Decrease in recharge if development occurs.
 - The groundwater situation in this portion of Richfield is sensitive. The geology of the area creates potential complications for large development. This will have to be managed appropriately, and can be.
 - Could be impacted by additional use.
 - Presumed additional traffic will increase pollution on ground and in air. Adverse affects from salt, oil, litter etc.
 - Heavier use of organic compounds like fuel.
 - Not qualified to comment on this.
 - Development pressure will result in more impervious surface, more runoff, and degraded runoff quality.
 - May stress the groundwater quantities due to potential additional development.
 - More usage causing water table changes.
 - Potential contamination.
- Air Quality
 - Decrease in air quality if transportation increases.
 - Increased traffic will certainly occur, therefore creating more pollution.
 - More emissions.
 - Presumed additional traffic will increase pollution on ground and in air.
 - More manufacturing; however, mitigated by engineered remediation strategies.
 - Increase in vehicle miles traveled leads to increase in VOC and NOx emissions.
 - Decrease in air quality with increase in traffic.
 - More traffic and more truck traffic will have higher and more polluted emissions.
 - Added traffic contributes to degradation of air quality.

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- Little impact as long as air quality regulations are followed.
- More impacts to air quality due to increased transportation use.
- May reduce congestion and interchanges improving air quality.
- Increased traffic = increased pollution.
- Woodlands
 - Minimal impact, woodlands not prevalent in the study area.
 - Not too many woodlands left near USH 41, potential development impacts.
 - Possible removal of trees do to increase in lanes or shoulders...adverse affects on wildlife if traffic is increased substantially.
 - Some taking of woodlands in long-range future.
 - Development pressure will result in woodlands being converted to development and fractured land use.
 - Additional development may cause some woodland areas to be developed.
 - Environmental areas get impacted as areas develop around them creating an island effect.
 - Potential loss.
- Endangered Species
 - Potential development encroachment.
 - Studies would be needed to assess the effects on any endangered species.
 - Development pressure will result in less habitat because of conversion of development and fractured land use.
 - Little impact.
 - Environmental areas get impacted as areas develop around them creating an island effect.
 - Potential taking.
- Historic Sites
 - The economic development/redevelopment opportunities will put pressure on historic buildings and sites. Again, this can be managed.
 - Likely no impact.
 - Studies would be needed to assess the effects on any historical sites.
 - Historic sites could be destroyed in favor or development.
 - May benefit due to additional visibility and access.
 - Vibration, alter setting.
- Archaeological Sites
 - Currently unknown sites could be impacted.
 - Studies would be needed to assess the effects on any archaeological areas.
 - Archeological sites could be destroyed in favor of development.
 - Little impact.
 - Increased development can discover new sites, but also effects the location and can be lost because of development.

When asked to draw on maps to identify areas where resources may be impacted as a result of designating US 41 an interstate highway compared to keeping it a US highway and describe why resources may be impacted, respondents indicated the following. Resource impact maps are provided at the end of this report.

- Assuming development would still be controlled by planned services and existing restrictions no impact attributable to the conversion project should be experienced.
- The conversion, as opposed to new construction, should minimize negative impacts on natural resources along the corridor.
- Resources may be impacted in the event the highway is expanded. According to the map, it appears as if Wauwatosa has many of the above resources noted.
- None specifically. Local ordinances are in place to protection resource areas.
- The primary effects on the areas that I noted include increased stormwater runoff and other similar impacts due to development modifications.
- Designation has no direct impact. Would future reconstruction to interstate design standards have slightly higher impact?
- I would expect the impact to be fairly minimal, like the overall impact of designating the roadway as interstate.
- May impact some farmland and water and air resources due to enhanced activity along the corridor; however, much of these are limited and guided by current comprehensive plans in place and / or mitigated by various engineered solutions.
- Interstate designation means developmental pressure at a higher level as compared to US Hwy. More development will occur and will result in degraded air and water quality, more noise, and fractured land use patterns that are no longer contiguous to existing villages and cities.
- Development pressure to relocate streams or fill wetlands.
- Mud creek and its tributaries will receive the additional pollutant load from the increased traffic on an interstate.
- There will be no impact.
- Loss of farmland due to development expansion. More building materials needed (sand, gravel, rock) for development projects thus having impacts near rural residential and farmland areas as quarry needs expand.
- More interchanges as opposed to stop signs at intersections.

US 41 Interstate Conversion Project: Expert Panel Questionnaire Summary

“Are resources in the study area currently under pressure from activities other than the US 41 interstate conversion project?”

Answer Options	Response Percent	Response Count
Yes	51.7%	15
No	17.2%	5
No Opinion	31.0%	9
<i>answered question</i>		29
<i>skipped question</i>		3

Respondents identified the following activities:

- Unplanned growth in rural areas reducing crop land and habitat quality.
- General development pressures.
- The highway corridor is already an urbanizing area of the county.
- Development pressures already exist, but will only occur sooner due to this improvement. Additionally, WisDOT improvements to HWY 175 also are affecting these areas.
- Improving stormwater quality/quantity, especially 303D, is a challenge in urbanized developed watersheds.
- Global budget crisis has decreased funding for most projects in most areas.
- Urban growth from Milwaukee and Fox Valley corridors.
- See farmland and woodland comments above - also associated with the USH 41 construction projects currently underway in Brown and Winnebago counties.
- In-fill development between villages and cities. Urban sprawl along the entire corridor.
- Current development pressures.
- Residential and Commercial Development, Wind Farms, Utility Easements, Farming, etc.
- Conflicts with farming and rural development.
- Other development types.
- General development is causing the pressure; the interstate may just speed up this development.
- Agricultural land is being lost to rural residential development.

US 41 Interstate Conversion Project: Expert Panel Questionnaire Summary

“Will resources be under pressure in the future from activities other than the US 41 interstate conversion project?”

Answer Options	Response Percent	Response Count
Yes	55.2%	16
No	20.7%	6
No Opinion	24.1%	7
<i>answered question</i>		29
<i>skipped question</i>		3

Respondents identified the following activities:

- Unplanned growth in rural areas reducing crop land and habitat quality.
- General development.
- There is potential that the area will further urbanize.
- Development will occur regardless of this improvement, it's simply a matter of when, how quickly and what types of development.
- Increased development and acres of impervious surface will continue to challenge stormwater.
- Monies for preservation etc are always limited. This will continue whether or not the Hwy is converted.
- Urban growth from Milwaukee and Fox Valley corridors.
- Other highway construction and development projects in the corridor.
- If economic development occurs due to the conversion project, it is likely that farmland, woodland, wetlands, etc could be affected.
- Development pressures will occur regardless of interstate conversion, the pace of which may be slower.
- Land will develop on its own based on location; the interstate system moves this land up in the pecking order.
- Agricultural land loss due to rural residential development.

“How might designating US 41 an interstate highway impact environmental justice populations (i.e. low income and/or minority residents) compare to keeping it a US highway?”

Answer Options	Response Percent	Response Count
Very positive impact	6.9%	2
Moderately positive impact	6.9%	2
Slightly positive impact	10.3%	3
No change impact	34.5%	10
Slightly negative impact	0.0%	0
Moderately negative impact	3.4%	1
Very negative impact	0.0%	0
No opinion	37.9%	11
<i>answered question</i>		29
<i>skipped question</i>		3

Respondents who indicated there may be an impact identified the following possible impacts:

- If designating USH 41 to interstate has any positive economic impact, it seems that all sectors of the population would benefit.
- Possible increase in mass transit that might follow a interstate would assist in LMI populations ability to access jobs in locations otherwise limited by the lack of reliable transportation. On the other hand, if public transportation is not incorporated into our area and the Interstate leads to the continued and increased reliance on cars this will have a negative impact on these populations.
- Will open up job opportunities at all skill and entry levels and improve affordable and multi-family housing options through inherent increased market demand.
- There will be a need to provide decent transit options between Green Bay and Appleton to give EJ target populations equal opportunities for jobs as those who can drive a car to such positions. Enhanced transit should also be made available between Appleton and Oshkosh (some transit is already provided here), and transit options should also be considered between Oshkosh and Fond du Lac. Allowing Regional Transit Authorities (RTAs) might help establish these connections.
- The designation will highlight the efforts made to preserve the environment in surrounding the interstate.
- May provide additional job and income opportunities.
- Potential for increased jobs from increased business opportunities.

US 41 Interstate Conversion Project: Expert Panel Questionnaire Summary

“Are there any other plans, projects, or activities occurring now or within the next 20 years other than the US 41 interstate conversion project that might impact the study area?”

Answer Options	Response Percent	Response Count
Yes	50.0%	14
No	17.9%	5
No Opinion	32.1%	9
<i>answered question</i>		28
<i>skipped question</i>		4

Respondents identified the following:

- UWM Innovation Park, County Grounds, Milwaukee County Regional Medical Center, Burleigh Corridor, Capital Drive Planning Area
- CTH CB may be expanded to the north. This may better link residential traffic to the USH 41/STH 15 interchange.
- Highway 175 reconstruction and various development projects, per Richfield's Future Land Use map.
- ATC transmission line master planning; Stormwater - Total Maximum Daily Limits (TMDLs) and Municipal Separate Storm Sewer System (MS4) permits
- The year 2035 regional transportation system plan include widening to 8 lanes between the Zoo Interchange and the Richfield Interchange.
- Too numerous to list here, this area will continue to develop with a variety of things as it always has. Designation of the Interstate should aid the development but will not either stop it or drastically increase it.
- Economic development activities as guided by area comprehensive plans and economic development organization strategic plans.
- Brown County southern bypass.
- US 164 extension?? Growth of the Village of Slinger east of corridor along Hwy 144 and 60.
- Replacement and widening of the Capitol Drive Bridge.
- If the conversion does not occur it would have a short and long term negative impact.
- Local and regional land use plans all include growth and development affecting the study area.
- Running water under highway to east side.
- Four separate Tax Increment Districts are adjacent to the proposed interstate.
- Development of the Ice Age National Scenic Trail.

US 41 Interstate Conversion Project: Expert Panel Questionnaire Summary

“Are there any other plans, projects, or activities beyond 20 years other than the US 41 interstate conversion project that might impact the study area?”

Answer Options	Response Percent	Response Count
Yes	25.0%	7
No	28.6%	8
No Opinion	46.4%	13
<i>answered question</i>		28
<i>skipped question</i>		4

Respondents identified the following:

- Continued development of the area.
- FHWA Metropolitan Planning Organizations - Highway Plans; SEWRPC; Ozone and PM2.5 attainment?
- Mass Transit?
- The long term impact of doing nothing would be very negative.
- Development of the Ice Age National Scenic Trail

“Are there other impacts that are not discussed in this questionnaire that may occur as a result of designating US 41 an interstate highway?”

- Failure to pass the legislation on weight limits would drastically change the results of this survey. Also, clarification on what that legislation involves is important. How this designation would hinder or heighten the likelihood of light or high speed rail being introduced in this area in the future. Besides an estimated 12 million cost of new signs, what are the other possible costs associated with this plan? Explanation on the unmentioned other costs would be important to know when discussing this issue. Most literature on this topic states the 41 already meets "most" of the standards for an interstate, what standards doesn't it meet? Who will be charged with meeting those standards? How will the increase in economic development be measured for the area?
- Political elections (for example, presidential election). Not sure. I don't have enough background or expertise to know. I was assigned to represent the DNR for my area on this panel and am hoping to learn the answers to these questions. Right now I know very little about the conversion project.

Meeting Summary

The study team conducted three panel meetings along the corridor the week of September 10, 2012 at the following locations: Public Library in Menomonee Falls, Fond du Lac Airport, and Fox Valley Technical College in Appleton. The following observations were made by panelists at the meetings.

Land Development Impacts:

- A slightly accelerated pace of development is likely to occur as a result of converting the US 41 corridor to an interstate highway, particularly during the period right after the conversion takes place.
- Interstate conversion will have very little impact on the amount of development that might occur. Development will most likely be directed to locations that are planned, zoned, and prepared for development. One possible exception to this statement is the Village of Richfield in Washington County which is planning to update its comprehensive plan in the near term. The current development pattern is primarily residential, and the current comprehensive plan reflects the continuation of this pattern. The Village is currently considering whether the updated plan should reflect the potential for commercial and industrial development in the northeast quadrant of the Village. Conversion of US 41 to an interstate highway may influence the Village's position on this issue. Village of Germantown also considering a comprehensive plan update.
- Many areas in the vicinity of US 41 are planned for development but are not yet shovel ready. Many of these locations are in towns where urban services are not available. Early development of these sites may have implications in terms of development character.

Economic Impacts:

- Excitement building for interstate conversion among entrepreneurs, economic development corporations, and chambers of commerce.
- Name recognition associated with an interstate highway would raise the profile of the US 41, which would provide marketing advantage for communities along the corridor that would positively benefit local economic development efforts.
- The interstate brand will put the US 41 corridor on the radar of site selectors, resulting in the higher potential for national and international companies looking for regional locations.
- Increased marketability will likely increase values of commercial and industrial sites along the corridor. Tax Incremental Financing districts may fill more quickly.
- Higher quality development, particularly commercial and industrial development, may occur as a result of higher profile status for site selectors.
- Many locations along US 41 are ripe for redevelopment, particularly in the Appleton/Neenah area; conversion will likely enable site reuse and upgrades.
- Economic benefits associated with being "on an interstate" may spur economic benefits for the downtowns of communities along the corridor (Oshkosh cited as an example by panelists).
- Interstate conversion may slightly accelerate the economic recovery along the corridor. Panelists indicated that the economy is slowly picking up in terms of commercial and industrial development.

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- An increase in tourism may occur as vacationers plan their trips to follow interstate highways.
- Reduction of weight limitations on the US 41 could shift truck freight to other roadways in the region if not grandfathered.

Resource Impacts:

- Farmland
 - Farmland in the vicinity of the US 41 corridor will likely be converted out of farming to non-agricultural uses. Farmland conversion will likely occur in step with land development impacts (i.e. slightly accelerated pace, not necessarily an increased amount). Loss and/or fragmentation of farmland may also impact the regional farm economy in terms of agricultural products sold.
 - Farmland preservation planning will identify lands for preservation and help to counteract negative impacts associated with land development. Fond du Lac County and Washington Counties are currently preparing farmland preservation plans. Only a handful of local governments in Washington County have adopted farmland preservation areas.
 - Disappearance of farmland will impact nutrient management and manure spreading plans. Currently Calumet County works with adjacent counties to spread manure.
 - Scattered and unplanned residential development not associated with interstate conversion has occurred over the years and has negatively impacted farmland and other resources.
- Water Quality
 - Additional land development in the corridor area will result in more stormwater runoff to and water consumption from Lake Winnebago.
 - Impaired waters (303d) are located throughout the study area. WisDNR currently working with the EPA and local governments to prepare stormwater quality regulations to address 303d impacted waters.
 - Improved water quality standards and stormwater permitting requirements in urbanized areas will likely address/mitigate water quality concerns associated with interstate conversion.
 - Minimal impacts to water quality are anticipated as a result of interstate conversion.
- Other Natural Resources
 - Numerous important natural resources and state-owned lands are located in the study area, including the Niagara Escarpment, Horicon Marsh, Theresa Marsh, and others. Many of these resources, such as wetlands, enjoy state protection from disruption.
 - Resource impacts will be unique to each area and resource. In general, scattered residential development would impact natural resources such as the Niagara Escarpment.
 - Panelists indicated that current resource impacts not associated with the interstate conversion include spread of invasive species and deer collisions with vehicles. Interstate conversion may increase the amount of boating tourism in the region, in particular Lake Winnebago, which could further aggravate the invasive species problem.
 - Development of land that functions as a buffer for wildlife areas used for hunting, fishing, and viewing would reduce habitat and decrease buffer area for noise associated with hunting/shooting.
 - Community separation areas (e.g. green space/rural lands physically separating urbanized areas) may be lost in the long term if unplanned development occurs.

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- The Ice Age Trail system passes through the study area; a pedestrian trail crossing in the vicinity of US 41 would benefit the system.

Environmental Justice Impacts:

- Potentially positive impacts to environmental justice populations related to increased employment opportunities related to land and economic development spurred by interstate conversion. However, panelists indicated that public transportation options need to be available for such populations to reach employment destinations.
- Potential negative impacts may include the conversion of transient or low-moderate income housing to other land uses which could lead to fewer housing options for certain environmental justice populations.

Plans and Projects that May result in Cumulative Impacts:

- SEWRPC is preparing an update to the Regional Transportation Improvement Program.
- Highways 10 and 29 may be extended, which, in combination with US 41 interstate conversion could impact port, rail, and other freight.
- Highway 23 planned for expansion west of Fond du Lac.
- Traffic volume on the Highway 26 corridor has been increasing despite decreasing traffic volumes statewide—particularly between US 41 and Waupun. This highway also has a high percentage of truck traffic.
- Connection of Highway 441 onto US 41 will allow full movement from east to west, which will improve connectivity and commuting options.
- Possible access to US 151 may be lost in Lamartine due to a highway construction project.
- Studies of a US 151 bypass in Fond du Lac and Highway 60 near Hartford are currently underway.
- Highway 15 to west is a major bypass that will improve a person's ability to commute west that may change some of the residential patterns of people working at new businesses (Hortonville).

Potential Land Development Impacts (Area 1)

Potential Land Development Impacts (Area 2)

Potential Land Development Impacts (Area 3)

Potential Land Development Impacts (Area 4)

Potential Land Development Impacts (Area 5)

Potential Land Development Impacts (Area 6)

Potential Land Development Impacts (Area 7)

Potential Land Development Impacts (Area 8)

Potential Land Development Impacts (Area 9)

Potential Land Development Impacts (Area 10)

Potential Land Development Impacts (Area 11)

Potential Resource Impacts (Area 1)

Potential Resource Impacts (Area 2)

Potential Resource Impacts (Area 3)

Potential Resource Impacts (Area 4)

Potential Resource Impacts (Area 5)

Potential Resource Impacts (Area 6)

Potential Resource Impacts (Area 7)

Potential Resource Impacts (Area 8)

Potential Resource Impacts (Area 9)

Potential Resource Impacts (Area 10)

Potential Resource Impacts (Area 11)