

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 \$5.8 million (2015 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>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) 2015 (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"/>
Minor Collector		<input type="checkbox"/>
Collector	<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 "Major" 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

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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.

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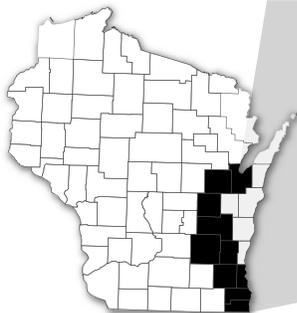
Project Location

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



Alternative (Selected) Interstate Designation. This alternative would designate US 41 as I-41 between the Zoo Interchange in Milwaukee and the US 41/I-43 interchange in Green Bay. Between the US 41/I-94 Interchange (the south terminus) and the Zoo Interchange, I-41 would be signed concurrent with the existing Interstate system.	Total Length of Center Line of Existing Roadway: 175 miles Length of This Alternative: 175 miles
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1. **Date(s) of Public Notice:** With the exception of the *Waukesha Freeman* (August 13 and September 3) and the *Kenosha Daily News* (August 11 and September 1), the newspapers mentioned below ran the hearing notice on August 12 and September 2, 2013.
2. **In: (Name of Newspaper):** *Wisconsin State Journal, Appleton Post Crescent, Green Bay Press- Gazette, Waukesha Freeman, Milwaukee Journal-Sentinel, Racine Journal Times, Kenosha Daily News, Chicago Tribune (IL), Lake County News Sun (IL)*
3. **Dates Environmental Report made available to public:**
From: August 12, 2013
To: September 26, 2013

On August 9, 2013, WisDOT sent the following public hearing materials:

- Public hearing notice to the mailing list developed for the May 2012 public information meeting. The mailing list includes 372 local and county representatives from the 10 project-area counties as well as state and federal senators and representatives. It also includes 42 individuals or organizations on WisDOT’s Special Distribution lists for the former WisDOT districts in the project area.
- Letters announcing the availability of the Draft Environmental Report (ER) and the public hearing dates were sent to 867 properties along Lisbon Avenue and Appleton Avenue (US 41 in the Milwaukee area) from the Stadium Interchange at I-94 to the US 41/US 45/WIS 175 interchange at the north edge of Milwaukee County. Letters were sent to that part of the study area because the current US 41 designation will be changed to WIS 175 with Interstate conversion.
- Letters transmitting the Draft ER were sent to the U.S. Army Corps of Engineers (federal cooperating agency), Wisconsin DNR (state cooperating agency) and USEPA (federal participating agency). The letter requested agency comments by September 26, 2013.

On August 13, 2013, WisDOT sent an e-mail to the project’s cooperating and participating agencies notifying them of the availability of the Draft ER for review and the locations and times for the three September public hearings. The list of participating agencies is found in Table 4-3 of the Draft ER.

In addition to sending the public hearing information noted above, WisDOT coordinated with the media to provide information about the project in general and the public hearings:

- August 19, WisDOT’s Project Manager (PM) was interviewed on Milwaukee public radio (89.7 WUWM).
- September 3, WisDOT sent a news release to media outlets throughout the project area. On September 9, a news release reminder was sent to media outlets in the Appleton/Green Bay area. The same reminder was sent to the media in the Fond du Lac area on September 10 and to media in Milwaukee on September 11.
- September 3 and 10, WisDOT’s PM was interviewed on News Talk 1150 WHBY (Appleton, Green Bay, Fox Cities).
- September 9 and 10, WisDOT’s PM interviewed on WFRV television.
- September 11, WisDOT’s Communication Manager was interviewed on WFDL (97.7 FM Fond du Lac area).
- September 12, WisDOT placed notice of the Oak Creek public hearing on Twitter and Facebook.

The Draft ER was available for review at FHWA’s Wisconsin Division Office (Madison), WisDOT’s Northeast Region Office (Green Bay), WisDOT’s Southeast Region Office (Waukesha), WisDOT’s Bureau of Technical Services (Madison) and the County Highway Departments in the 10 project-area counties. The Draft ER was also available on WisDOT’s project website.

4. Public Hearing:

- Was not required, explain: _____
- Opportunity was given but no hearing was held.
 - No requests for a public hearing were received.
 - Requests for a public hearing were not substantial.
- Was held on **September 10, 2013** (Appleton), **September 11, 2013** (Fond du Lac) and **September 12, 2013** (Oak Creek)

5. Summarize comments from the Public Hearing and Public Notice of Availability. Characterize public support or opposition to the project. Include a summary of the changes to the environmental document and the project resulting from comments: (Note: Alternatives proposed by the public and subsequently rejected should be identified and the reasons for rejecting them included.)

Responses were received from the Army Corps of Engineers, the Department of Natural Resources, USEPA, Wisconsin Historical Society and the East Central Wisconsin Regional Planning Commission. The agencies had no comments or, in the case of the East Central Wisconsin Regional Planning Commission, a statement of support. See Appendix A.

Four people and a subdivision association provided comments during the Draft ER availability period. The comments are summarized below. The first three comments are from the subdivision association.

Comment—WisDOT changed the document type from an Environmental Impact Statement (EIS) to an ER in 2012 after the May public information meetings. As a result, the public was excluded from the decision to change the document type. With an EIS, WisDOT would have comprehensively addressed the indirect impacts of a full range of environmental issues. WisDOT changed to an ER that is concerned only with economic development impacts and limits environmental impacts solely to the installation of Interstate signage to avoid documenting the project's full range of indirect impacts. The potential requirement to conduct in-depth analysis should not factor into altering the project's purpose and need to avoid the indirect effects analysis.

Response—WisDOT and the Federal Highway Administration (FHWA) agreed to change the environmental document from an EIS to an ER after careful consideration by and agreement among the project's cooperating and participating agencies. WisDOT and FHWA concluded that the project would not have a significant impact and the public generally supported the project and there was little controversy. No agency objected to the document type change. The agencies consulted include the Department of Natural Resources, Corps of Engineers, and USEPA, which have regulatory authority over natural resources that could be affected by the project, and local units of government along the study corridor.

The primary reason WisDOT and FHWA changed the document type from an EIS to an ER was because they determined that Interstate conversion, as proposed, would not result in significant impacts. The change in document type did not affect the project's purpose and need or the approach to investigating, considering and documenting indirect effects. Had an EIS been completed, the purpose and need statement would have been the same. The change in document type did not influence the range of natural and socioeconomic resources evaluated in the document. No agency provided comments on the ER requesting additional analysis for any resource category. The Environmental Document Type Memorandum is found on the CD at the back of the Draft ER. See the response to the comment below for a discussion of the indirect and cumulative effects analysis.

Comment—According to the National Environmental Policy Act (NEPA), any project (EIS, Environmental Assessment [EA], ER) that includes economic development as part of its purpose and need requires in-depth analysis of indirect effects. The data and analysis for traffic volume calculations, indirect noise impact, and number of oversize/overweight (OSOW) trucks were inadequate and would not sufficiently meet the "hard look" required by NEPA. (*The response below addresses the comment about the inadequacy of the indirect effects analysis, particularly the indirect noise analysis. The third response addresses the comments on the inadequacy of the traffic analysis.*)

Response—A comprehensive Indirect and Cumulative Effects (ICE) analysis was completed for the Draft ER based on the six-step process outlined in WisDOT's *Guidance for Conducting an Indirect Effects Analysis* and the 11-step process outlined in WisDOT's *Guidance for Conducting a Cumulative Effects Analysis*. The ICE analysis used for the Draft ER followed the same process that would have been used for an EIS. Appropriate information, using local input and assessing planning and preparedness, was gathered through the review of local planning documents and input from expert panels. In fall 2011, the study team conducted an online survey to understand potential economic impacts associated with designating US 41 an Interstate Highway. Invitations to complete the survey were sent to economic and community development representatives at the local, regional, and state level. The findings of the economic impact survey, included in Appendix 7.0 of the ICE Report on the CD at the back of the Draft ER, helped inform potential economic effects of conversion of US 41 to an Interstate. In fall 2012, the study team solicited input on potential impacts of Interstate conversion from a panel of local experts and stakeholders. Panel members included local elected officials, local and regional land use and transportation planners, economic development professionals, and agricultural, natural, and cultural resource experts. All areas of the corridor were represented, with 30 panelists participating in one of three meetings. The study team used the input received from the expert panel to help inform the indirect effects analysis. Appendix 8.0 of the ICE Report on the CD at the back of the Draft ER includes a summary of the expert panel process and findings.

The ICE analysis evaluated the Interstate conversion and all relevant associated impacts. The analysis was not focused solely on the indirect effects of the physical placement of the signs. Indirect and cumulative effects impacts are discussed fully in Draft ER sections 3.1 and 3.2. The full ICE Report is found on the CD at the back of the Draft ER and is also available on the project website.

Concerning the comment that the data and analysis for the indirect noise analysis do not meet the hard look required in NEPA, it should not be noted that the hard look doctrine normally is applied to significant impacts in EISs. As noted in *NEPA and Environmental Planning, Tools Techniques and Approaches for Practitioners* (CRC Press, 2008), “If an agency opts not to prepare an EIS (i.e. Environmental Assessment, Categorical Exclusion, or nothing at all) it must put forth a convincing statement of reasons that explains why the project will not significantly impact the environment. This account proves crucial in a court’s determination of whether an agency took the requisite hard look . . . at the potential impacts of the proposal.” The convincing explanation of why the project will not significantly impact the environment was done in the Environmental Document Type Memorandum, which was approved by FHWA and accepted by the USEPA, Corps of Engineers, and the DNR. The Environmental Document Type Memorandum is found on the CD at the back of the Draft ER. Agency approval of the document type change confirmed that WisDOT used a thorough process to determine the significance of Interstate conversion’s potential impacts and that the project would not have significant noise or other impacts. The subdivision association’s claim that WisDOT did not properly conduct its noise analysis ignores the fact that WisDOT’s FHWA-approved noise policy does not require a noise analysis to evaluate direct or indirect effects for projects like the proposed Interstate conversion that are not Type I projects. 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 substantially diverts traffic to a new route or increases the number of through-traffic lanes. Thus, WisDOT did not improperly conduct a noise analysis because, according to WisDOT’s own policy, no noise analysis was required.

Comment—WisDOT used 2007 traffic volumes that are out-of-date and no longer accurate, and the data it compiled for OSOW truck volumes and overall traffic volumes, which were used in evaluating noise impacts, was extremely incomplete. This resulted in misleading and inaccurate analysis of traffic volumes and noise impacts used throughout the study.

Response—It is not accurate to say that WisDOT used the 2007 traffic forecast and OSOW truck volumes to evaluate noise impacts. As noted, WisDOT did not conduct a noise analysis because the project is not a Type 1 project. The traffic forecast WisDOT developed as part of this study was used, in part, to evaluate potential operational deficiencies along US 41. In addition, WisDOT’s traffic forecast and associated travel demand models, which were developed by regional planning commissions along the study corridor, allowed the project team to more fully understand and confirm the input received from land use planners and economic development experts on the potential impacts of Interstate conversion. Throughout the study, the project team re-examined the study’s traffic forecast process and reports, including coordination with WisDOT central office traffic forecasting section and MPOs (SEWRPC, BLRPC and ECRPC). As a result of this process, the study team determined that forecast reports along the corridor, ranging from 2007-2013 including the 2007 forecast, were sufficient for the purposes stated above. See Appendix C for more information.

Concerning the comment that OSOW truck volumes were incomplete, OSOW vehicles legally haul on US 41 between Milwaukee and Green Bay by permit or state statute. Proposed federal grandfathering legislation on a future I-41 will allow only vehicles that are currently legally hauling on the corridor to continue using the corridor after Interstate conversion. The gathering of OSOW vehicle volumes for the Draft ER was not intended to be a quantitative analysis, but rather a qualitative analysis to give a sense of the percentage/number of trucks using the US 41 corridor that are OSOW.

Comment—Opposed to the change in document type from an EIS to an ER. Also concerned about WisDOT’s refusal to consider constructing a noise barrier between Meadow Creek Crossing subdivision in Germantown and US 41 because the Interstate conversion project is not a Type 1 project.

Response—These concerns are addressed in the responses above.

Comment—Stated that the selection of I-41 was problematic for several reasons, including the fact that the use of I-41 violates the AASHTO prohibition against having an Interstate and US route of the same number in the same state. It was also noted that I-41 south of Milwaukee violates the AASHTO guidelines of having north-south interstates have decreasing numbers from east to west because I-43 will be west of I-41.

Response—During the study, the project’s route designation team worked to analyze the potential route numbers. They evaluated the potential pros and cons of each route number and took that information to the public information meetings held in May 2012. After obtaining the public’s comments, WisDOT further evaluated

potential route numbers following guidance provided in the American Association of State Highway Officials (AASHTO) *Transportation Policy Book* (January 2000). The Standing Committee on Highways of AASHTO is responsible for assigning the Interstate number with input from WisDOT and agreement by FHWA. WisDOT formally requested AASHTO to designate the corridor I-41, and in November 2012, AASHTO selected I-41.

Because the northern terminus of the corridor was selected by federal legislation, the study did not evaluate the corridor north of the US 41 / I-41 Interchange in Green Bay. The study does not preclude future conversion of the corridor north of Green Bay to an Interstate highway.

Comment—Opposed to Interstate conversion because of its cost as well as the potential increase of businesses along the study corridor that will adversely affect businesses in the downtowns of study area communities. Noted the state should invest in public transportation. Stated that one of the purposes for Interstate conversion was to raise the speed limit on US 41 to 70 mph.

Response—In fall 2011, WisDOT surveyed economic and community development experts along the US 41 corridor. One of the key findings was that some companies will only locate adjacent to or within close proximity to an Interstate. These companies would not be drawn to the US 41 corridor without an Interstate. The survey respondents thought that the potential economic impacts could extend 10 miles beyond the interchanges. Many of the downtown areas along the corridor are located within 10 miles of an interchange. As a result, it is not expected that downtowns along the US 41 corridor will face any different challenges after Interstate conversion than they currently have in attracting new development.

WisDOT's funding for Interstate conversion does not affect the state's commitment to invest in public transportation. The potential economic enhancement that may occur as a result of Interstate conversion is expected to exceed the cost of installing Interstate signs along the corridor.

In 2005, federal legislation was enacted identifying US 41 as a high priority corridor and a future Interstate. Although there is currently discussion ongoing in the Wisconsin legislature to potentially raise the speed limit on some state highways, it is being done independently of the US 41 Interstate Conversion study.

Comment—Concerned that Interstate conversion will make Wisconsin more attractive as a nuclear waste repository for the entire country. It was noted that a nuclear repository site would have to be served by a good road and rail network. Converting US 41 to an Interstate would improve the road network and increase the attractiveness of the state to be considered as a nuclear repository site.

Response—US 41 is currently a high quality freeway. Converting the highway to Interstate will add Interstate signs to the corridor, but no roadway improvements would occur solely as the result of Interstate conversion. Future roadway improvement projects along the US 41 Interstate designation corridor will be evaluated based on normal WisDOT criteria balancing safety, capacity, pavement needs and whether they can be constructed to Interstate standards. If new nuclear waste disposal sites are required, they will be selected based on geology, not on the proximity to an Interstate highway. The 2011 study prepared for the U.S. Department of Energy, *Basis for Identification of Disposal Options for Research and Development for Spent Nuclear Fuel and High-Level Waste*, describes the various geologic formations throughout the country that should be evaluated further for their suitability to store used nuclear fuel. The report does not identify the quality of the transportation system in the area of the geologic formations as an important factor in determining the formations' ability to accommodate used nuclear fuel. As such, the conversion of US 41 to an Interstate will not increase the likelihood of Wisconsin becoming a nuclear waste repository.

6. **Describe selected alternative:**

- Selected alternative is the same as that described on form DT2094, Environmental Evaluation of Facilities Development Actions.

The "Range of Alternatives" discussion in the Environmental Report (pages 2-2 and 2-3) identified two possible preferred alternatives, the No Interstate Designation Alternative, which would be the preferred alternative without overweight grandfathering legislation, and the Interstate Designation Alternative, which would be the preferred alternative with overweight grandfathering legislation. With the federal passage of the overweight grandfathering legislation on December 17, 2014, the Interstate Designation Alternative becomes WisDOT's selected alternative. WisDOT has eliminated the No Interstate Designation Alternative from consideration.

- Selected alternative is different from that described on form DT2094, Environmental Evaluation of Facilities Development Actions. Explain changes and why another alternative was selected.

Environmental Report Update

Completion of National Historic Preservation Act Section 106 Process

During the development of the Draft ER, WisDOT, through its consultant, Commonwealth Cultural Resources Group, Inc., prepared two cultural resource reports whose primary purpose was to identify previously reported archaeological, cemetery/burial, and architectural/historic resources within 500 feet on both sides of US 41. The Draft ER was approved before the full archaeological and historic assessment of the potential effects of replacing signs and installing new signs was complete and before the Wisconsin Historical Society (WHS) could review the study findings. Statements in the Draft ER about the project's potential impacts on archaeological and historic resources were preliminary. The Draft ER indicated that the potential impacts of Interstate conversion on cultural resources and the results of the Section 106 process would be described in this final document.

WisDOT submitted a cultural resource report to WHS in August 2013 documenting the methodology for analyzing the project's potential impacts and the results of the assessment of effects. Revisions to Section 3.11 (Historic Resources) and Section 3.12 (Archaeological Sites) in Appendix B summarize the project's potential effects on cultural resources. See below for more information.

Based on the findings of the August 2013 cultural resources report, WisDOT and the WHS concurred that no archaeological sites or historic properties would be affected by replacing or installing new Interstate signs. The signed Section 106 form on pages A-6 and A-7 of Appendix A documents this finding. This finding concludes the Section 106 process.

On September 25, 2013, the WHS also approved the project's request to adjust the south boundary of the Oakhill Cemetery adjacent to US 41 in the City of Wauwatosa. By approving the revision to the cemetery's official south property line, the Interstate signs WisDOT plans to place adjacent to the cemetery will be located outside the cemetery boundaries and will not require WisDOT to obtain a special permit from the WHS. The WHS's approval letter is found on page A-8 of Appendix A and their three-page archaeological site inventory form follows the letter (pages A-9 to A-11).

Environmental Report Revisions

Input received during the comment period and the conclusion of the Section 106 process have resulted in the revisions to the Draft ER summarized below. The updated/revised Draft ER pages are provided in Appendix B with revised text highlighted. The page numbers below indicate the page in the Draft ER where the original information is found. The revised Draft ER pages are listed in order by page number and section with one exception: pages 4 and 5 from the Outdoor Advertising Technical Memorandum in Appendix C are placed after pages 3-12 through 3-14 of Section 3.5 because the information in the technical memorandum table is the same as Table 3-2 in Section 3.5. A discussion of how the process involving the study's historical and archaeological investigations was concluded is found above rather than in Appendix B with the revised Historic Resources (Draft ER Section 3.11) and Archaeological Sites (Draft ER Section 3.12) pages.

Cover Page, Estimated Project Cost Box

Updated project cost to \$5.3 million (2015 dollars) due to revised cost estimate.

Cover Page, Scheduled Start Date Box

Updated date for the installation of interstate signs from fall 2014 to 2015.

Page III - IV, Alternatives

Changed the date of the installation of Interstate 41 signage from 2014 to 2015. Updated text in section to note that the grandfathering legislation was passed on December 17, 2014.

Page V, Document Type

Updated discussion of future projects required to bring US 41 to Interstate standards to eliminate discussion of the exact number of projects due to some of the projects being completed.

Page 1-5, Section 1.3 paragraph 3, Traffic

The upper limits of the 2010 and 2035 forecast traffic volumes ranges have been revised upward from the volumes presented in the Draft ER. The upper limits of the 2010 and 2035 forecast traffic volumes ranges represent traffic on US 45 just north of Burleigh Street, the north end of the Zoo Interchange project. Upon further evaluation, the project team decided not to limit forecast volumes to north of the Zoo Interchange project, the limit of the Interstate conversion portion of the project. The highest forecast volumes along the 175-mile corridor are found on USH 45 just north of W. Wisconsin Avenue.

In addition, WisDOT prepared a memorandum explaining why the 2007 traffic forecast WisDOT prepared and used as part of this study does not require updating. Because of the length of the traffic discussion, WisDOT decided to place the text in Appendix C rather than page 1-5.

Page 2-2, Section 2.2 paragraph 3, Interstate Route Numbering

Text updated to reflect that the project's environmental process and the Formal Conversion Request Package will be completed in spring of 2015.

Pages 2-2 through 2-7, Section 2.3 (Range of Alternatives) through Section 2.5 (Identification of the Preferred Alternative)

The alternatives discussion in the Environmental Report, beginning with Section 2.3 (Range of Alternatives), identified and described two possible preferred alternatives, the No Interstate Designation Alternative, which would be the preferred alternative without overweight grandfathering legislation, and the Interstate Designation Alternative, which would be the preferred alternative with overweight grandfathering legislation. With the federal passage of the overweight grandfathering legislation on December 17, 2014, the Interstate Designation Alternative becomes WisDOT's preferred alternative. WisDOT has eliminated the No Interstate Designation Alternative from consideration. As a result of identifying the preferred alternative, text changes were required within Sections 2.3 through 2.5.

Page 2-2, Section 2.3.1 paragraph 3, No Interstate Designation Alternative

Text updated to reflect updated data from *Area Development Site and Facility Planning's* Annual corporate Survey. The most recent survey was the 28th edition from winter 2014. Respondents who considered highway accessibility as "important" or "very important" decreased 0.3 percent to 93.5 percent from the 26th edition to the 28th edition of the survey. Highway accessibility also dropped to the seconded highest site selection factor, behind availability of skilled labor.

Page 2-6, Section 2.3.2.5 Relationship to Other Projects

Deleted mention of short-term improvements because the time frame noted in the ER has passed and the projects have either been completed or will be completed this year. Updated to note construction in 2015 and the timeframe of mid-term improvement projects (2015 – 2028).

Updated status of the I-94 East-West Corridor Project environmental documentation. A notice of availability for the Draft Environmental Impact Statement was published in the *Federal Register* In November 2014. A Final Environmental Impact Statement is anticipated in mid-2015 and a Record of Decision in late 2015/early 2016.

Page 3-10, Section 3.3.1 paragraph 1, Future Improvement Projects-Existing Conditions

Deleted mention of short-term improvements because the time frame noted in the ER has passed and the projects have either been completed or will be completed this year. Updated to note construction in 2015 and the timeframe of mid-term improvement projects (2015 – 2028).

Page 3-12, Section 3.4.3, Grandfathering Legislation, Section 3.4.4, Direct Impacts, and Section 3.4.5, Minimization and Mitigation Measures

As a result of the passage of the grandfathering legislation and identifying the Interstate Designation Alternative as the preferred alternative, text changes were required in Sections 3.4.3 through 3.4.5.

Pages 3-12—3-14, Section 3.5, Outdoor Advertising

Because outdoor advertising signs were erected along the corridor while Interstate conversion was being approved, the number of signs located along the corridor is different from the numbers listed in the Draft ER. There was an increase in the number of existing "Conforming" signs in Washington County (1 additional sign for a total of 36), Fond du Lac County (5 additional signs for a total of 24), Winnebago County (6 additional signs for a total of 71), and Outagamie County (1 additional sign for a total of 18). This resulted in a total of 181 existing conforming signs, an increase of 13 over the number reported in the Draft ER. The number of existing "Nonconforming" signs decreased in both Fond du Lac County (decrease of 2 signs for a total of 14) and Winnebago County (decrease of 6 signs for a total of 37). This resulted in a total of 101 existing nonconforming signs, a decrease of 8 from the number reported in the Draft ER. In Winnebago County, there was a decrease of 1 "undetermined" sign, resulting in 18 total undetermined signs in Winnebago County and 57 overall in the entire corridor. These numbers were updated in Table 3-2 and on page 3-13 (See Appendix B for updated numbers).

The above change in the number of signs located along the project corridor also resulted in an update to Table 3-3 (on page 3-14), Off-Property Sign Status with Interstate Conversion (See Appendix B). There was an increase in the number of "Nonconforming" signs in Washington County (1 additional sign for a total of 69), Fond du Lac County (3 additional signs for a total of 38), and Outagamie County (1 additional sign for a total of 29). This resulted in a total of 282 nonconforming signs with interstate conversion, an increase of 5 over the number reported in the Draft ER. In Winnebago County, there was a decrease of 1 "undetermined" sign, resulting in 18 total undetermined signs in Winnebago County and 57 overall in the entire corridor.

Outdoor Advertising Technical Memorandum, Appendix C, pages 4 and 5, Interstate Designation Impacts

The information on these pages has been updated so the memorandum and the information presented on pages 3-12—14 (Appendix B) are consistent.

Page 3-20

Page 3-20 has been added even though no revisions are made to allow the reader to clearly see Historic Resources is the topic being discussed on page 3-21.

Page 3-21, Section 3.11.2 paragraph 2, Direct Impacts (Interstate Designation Alternative)

The project's direct impacts on historic resources have been updated to reflect the results of the field survey which was conducted after the Draft ER was approved.

Page 3-21, Section 3.11.3 paragraph 1, Minimization and Mitigation Measures

No minimization or mitigation measures were identified in the Draft ER because coordination with the Wisconsin Historical Society (WHS) had not occurred. Text has been added to reflect that no minimization and mitigation efforts were required as determined through coordinating with WHS.

Page 3-22, Section 3.12.2.2 paragraph 1, Direct Impacts (Interstate Designation Alternative)

The project's direct impacts on archaeological sites has been updated to reflect the results of the field survey and assessment of effects which was conducted after the ER was approved.

Page 3-22, Section 3.12.3 paragraph 1, Minimization and Mitigation Measures

No minimization or mitigation measures were identified in the Draft ER because coordination with the WHS had not occurred. Text has been added to discuss required minimization and mitigation as determined through coordination with WHS.

Page 3-27, Section 3.22.2.2 paragraph 2, Air Quality-Direct Impacts-Interstate Designation Alternative

Changed the date of the installation of Interstate 41 signage from 2014 to 2015.

Exhibit 3-1, Alternatives Comparison Matrix

Updated project cost to \$5.3 million (2015 dollars) due to revised cost estimate.

Appendix B, US 41 Improvement Projects

Updated Appendix B to reflect construction anticipated in 2015 and changed the time frame of mid-term improvements to 2015-2028 and updated projects to reflect current condition.

Overweight/Overweight Technical Memorandum, Appendix C, page 4, Table 2

Traffic volumes ranges in Table 2 of the Overweight/Over Weight Technical Memorandum have been revised to be consistent with the volumes in Table 3-1 Section 3.4 Overweight/Overweight Vehicles (page 3-11).

Appendix A
Agency Correspondence

From: Shoemaker, Joey R MVP [Joey.R.Shoemaker@usace.army.mil]
Sent: Wednesday, August 07, 2013 3:08 PM
To: Rabe, Tammy - DOT
Cc: Graser, Rebecca M MVP
Subject: RE: I-41 Interstate Conversion Project Update (UNCLASSIFIED)

Classification: UNCLASSIFIED
Caveats: NONE

Tammy,

Through previous coordination it has been indicated that the project would not include impacts to any waters of the United States (wetlands or waterways). For this reason the Corps has no comments on the interstate conversion environmental report. I did attempt to download documents to no avail (tried calling as well). So, we did not review the updated documents this time around. If there are changes in the project which would impact any waters of the United States please contact me so we can evaluate those impacts. Thank you.

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

Green Bay, Wisconsin
920-448-2824

September 24, 2013

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

RE: USH 41 Interstate Conversion Environmental Report

Dear Ms. Rabe,

This letter is to acknowledge and support the process and findings of the recently completed *USH 41 Interstate Conversion Environmental Report*. The Commission would also like to acknowledge and thank the Department for the opportunity to be involved in the project. The Commission fully supports converting USH 41 to an Interstate Highway from just south of the Illinois and Wisconsin boarder to Interstate 43 in Green Bay. The Commission has been involved with and in support of the Interstate designation since serious discussions started in the mid-90s. In 2005 a milestone was federal legislation designating USH 41 as a future interstate moving the initiative closer to becoming a reality.

The Interstate designation serves as a one-word definition or description for the traveling public that means a safe and efficient, multi-lane divided highway that provides a fairly high level of service for potential trips to the area. Likewise, business and industry recognizes the interstate system as the connection to major markets, and based on the study analysis the designation is expected to enhance economic opportunities for the entire region and state.

If the Commission can provide any additional information or support that might move this project forward please contact me.

Sincerely,



Walt Raith, Assistant Director/MPO Director

From: Rabe, Tammy - DOT [Tammy.Rabe@dot.wi.gov]
Sent: Wednesday, September 25, 2013 4:06 PM
To: Dupies, Dan/MKE; 'Brian.Andreas@strand.com'; Lipke, Bryan - DOT
Cc: DOT NER Interstate Conversion File
Subject: FW: I-41 Interstate Conversion Project Update

From: Cook, Kimberly A - WHS
Sent: Wednesday, September 25, 2013 3:51 PM
To: Rabe, Tammy - DOT
Subject: RE: I-41 Interstate Conversion Project Update

Thank you for the opportunity to comment on the draft ER. I only have one comment and that is in regards to 3.2.2.2 Cumulative Effects, Historic and Archaeological Resources. The current signage project does not appear at this time to have any effect on the historic resources that are located adjacent to the road (though the archaeology is not quite complete yet). However, US 41's conversion to an interstate will serve as a catalyst for other, larger projects including interchanges, utility corridors, and commercial development that will continue to reshape the landscape and potentially affect the historic resources in the area. It may also be important to note that buildings gain significance as they age and resources that were of too recent construction to be included in the survey for this particular project may need to be reevaluated for National Register status in the future. The cumulative impacts from road development will be taken into account at that time when determining their National Register status.

Please contact me if you have any questions regarding my comments.

Thank you,

Kimberly Zunker Cook
Wisconsin Historical Society
Division of Historic Preservation and Public History
Room 300
816 State Street
Madison, WI 53706
608-264-6493

From: Thompson, Michael C - DNR [MichaelC.Thompson@wisconsin.gov]
Sent: Tuesday, October 08, 2013 11:06 AM
To: Rabe, Tammy - DOT
Cc: Dupies, Dan/MKE; Shaffer, Vida - DOT; Isaac, Thomas A - DNR; Jackley, James J - DNR; Lizotte, Timothy E - DNR; Morrissey, James P - DNR; Buchholz, Aaron D - DNR; Doperalski, James P - DNR; Fischer, Bobbi J - DNR; Schaeve, Matthew D - DNR; Betzold, Kristina A - DNR; Webster, Craig M - DNR; Widholm, Julie T - DNR; Anderson, Russell A - DNR
Subject: DNR has no comments on the I-41 Interstate Conversion Environmental Report
Attachments: RE: Dodge Co - 35 ac parcel / do you want to buy it?

Tammy,

DNR has no comments on WisDOT 1113-00-00, I-41 Conversion, Wisconsin State Line to Green Bay, Environmental Report <http://www.dot.wi.gov/projects/neregion/41/index.htm>. Abandonment of two DNR gates near US 41, Aurora Rd. parking, and parcel transfers of approximately 60 acres to DNR have been addressed. FHWA is expected to approve the Environmental Report in January 2014. Interstate signing will occur summer/fall 2014.

DOT and DNR are separately discussing potential DNR interest in a 35.59-acre DOT parcel in Sec 25, T13N R17E, Dodge Co. (email attached)

Thanks,

Mike

Michael C. Thompson
Supervisor
Bureau of Energy, Transportation, and Environmental Analysis
Wisconsin Department of Natural Resources
(414) 303-3408
MichaelC.Thompson@Wisconsin.gov



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

OCT 17 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: Environmental Report, US 41 Interstate Conversion Study (I-94 to I-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 Draft Environmental Report for the US 41 conversion project. Our comments are provided pursuant to the National Environmental Policy Act (NEPA), the Council on Environmental Quality's NEPA Implementing Regulations (40 CFR 1500-1508), and Section 309 of the Clean Air Act.

The Federal Highway Administration (FHWA), in conjunction with the Wisconsin Department of Transportation (WisDOT), recommends converting the US 41 corridor to an interstate highway between the I-94 and I-43 interchanges in Wisconsin.

Proposed actions of the interstate designation alternative are largely confined to the existing right-of-way, with limited impacts outside of the project corridor. EPA has no substantive comments on the proposed project.

Thank you in advance. Please send us a copy of future NEPA documentation 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,

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

**SECTION 106 REVIEW
ARCHAEOLOGICAL/HISTORICAL INFORMATION**

Wisconsin Department of Transportation
DT1635 11/2006

SHPO

For instructions, see FDM Chapter 26

RECEIVED

I. PROJECT INFORMATION

Project ID 1113-00-00	Highway - Street US 41	County Kenosha, Racine, Milwaukee, Waukesha, Washington, Dodge, Fond du Lac, Winnebago, Outagamie, and Brown
Project Termini From: US 41/I-94 Interchange (1.0 mile south of the WI/IL state line) To: US 41/I-43 Interchange (Green Bay)		Region - Office Northeast Region
Regional Project Engineer - Project Manager Tammy Rabe, P.E.		Area Code - Telephone Number (920) 492-5661
Consultant Project Engineer - Project Manager Brian Andreas, P.E./Strand Associates, Inc.		Area Code - Telephone Number (608) 251-4843
Archaeological Consultant Katie Egan-Bruhy/Commonwealth Cultural Resources Group, Inc.		Area Code - Telephone Number (414) 446-4121
Architecture/History Consultant Katie Egan-Bruhy/Commonwealth Cultural Resources Group, Inc.		Area Code - Telephone Number (414) 446-4121
Date of Need August 2013		SHSW # 12-0379/VA pg 1/2
Return a signed copy of this form to:		

II. PROJECT DESCRIPTION

Project Length 175 miles	Land to be Acquired: Fee Simple 0.0 acres	Land to be Acquired: Easement 0.0 acres
-----------------------------	--	--

Distance as measured from existing centerline	Existing	Proposed	Other Factors	Existing	Proposed
Right-of-Way Width	varies	varies	Terrace Width	N/A	N/A
Shoulder	varies	varies	Sidewalk Width	N/A	N/A
Slope Intercept	varies	varies	Number of Lanes	4-8	4-8
Edge of Pavement	varies	varies	Grade Separated Crossing		
Back of Curb Line	N/A	N/A	Vision Triangle acres	N/A	N/A
Realignment	N/A	N/A	Temporary Bypass acres	N/A	N/A
Other - List:			Stream Channel Change	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Attach Map(s) that depict "maximum" impacts.	<input type="checkbox"/> Yes	<input type="checkbox"/> No	Tree topping and/or grubbing	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Brief Narrative Project Description - Include all ground disturbing activities. For archaeology, include plan view map indicating the maximum area of ground disturbance and/or new right-of-way, whichever is greater. Include all temporary, limited and permanent easements.

WisDOT in consultation with FHWA, is studying alternatives to convert US 41 from a non-interstate freeway on the National Highway System to an Interstate Highway between the Zoo Interchange on I-94/I-894 in Milwaukee and the US 41/I-43 interchange in Green Bay. Installing Interstate signs along the newly designated Interstate and segments of existing Interstate is expected to begin in 2014. In general, I-41 signs would replace US 41 signs throughout the corridor. Approximately 1,300 signs would be replaced, 650 signs revised, and 950 new signs would be installed. This project's ground disturbing activities would be limited to replacing US 41 signing with I-41 signs and installing new interstate signage in some locations.

Add continuation sheet, if needed.

III. CONSULTATION

How has notification of the project been provided to:

<input checked="" type="checkbox"/> Property Owners	<input checked="" type="checkbox"/> Historical Societies/Organizations	<input checked="" type="checkbox"/> Native American Tribes
<input type="checkbox"/> Public Information Meeting Notice	<input type="checkbox"/> Public Information Meeting Notice	<input type="checkbox"/> Public Info. Mtg. Notice
<input type="checkbox"/> Letter - Required for Archaeology	<input type="checkbox"/> Letter	<input checked="" type="checkbox"/> Letter
<input type="checkbox"/> Telephone Call	<input type="checkbox"/> Telephone Call	<input type="checkbox"/> Telephone Call
<input checked="" type="checkbox"/> Other: Public information meetings in May 2012 and the project website	<input type="checkbox"/> Other: Had the opportunity to attend May 2012 public meetings and/or review the project website	<input checked="" type="checkbox"/> Other: Project staff attended the 2012 Native American Tourism of Wisconsin Conference

*Attach one copy of the base letter, list of addresses and comments received. For history include telephone memos as appropriate.

IV. AREA OF POTENTIAL EFFECTS - APE

ARCHAEOLOGY: Area of potential effect for archaeology is the existing and proposed ROW, temporary and permanent easements. Agricultural practices do not constitute a ground disturbance exemption.

HISTORY: Describe the area of potential effects for buildings/structures.
A 200 ft APE from proposed new sign locales was defined for the APE for indirect effects

V. PHASE I ARCHEOLOGICAL OR RECONNAISSANCE HISTORY SURVEY NEEDED

ARCHAEOLOGY	HISTORY
<input checked="" type="checkbox"/> Archaeological survey is needed	<input checked="" type="checkbox"/> Architecture/History survey is needed
<input type="checkbox"/> Archaeological survey is not needed - Provide justification <input type="checkbox"/> Screening list (date).	<input type="checkbox"/> Architecture/History survey is not needed <input type="checkbox"/> No structures or buildings of any kind within APE <input type="checkbox"/> Screening list (date).

VI. SURVEY COMPLETED

ARCHAEOLOGY	HISTORY
<input type="checkbox"/> NO archaeological sites(s) identified - ASFR attached	<input type="checkbox"/> NO buildings/structures identified - A/HSF attached
<input checked="" type="checkbox"/> NO potentially eligible site(s) in project area - Phase I Report attached	<input type="checkbox"/> Potentially eligible buildings/structures identified in the APE - A/HSF attached
<input type="checkbox"/> Potentially eligible site(s) identified-Phase I Report attached <input type="checkbox"/> Avoided through redesign <input type="checkbox"/> Phase II conducted - go to VII (Evaluation).	<input checked="" type="checkbox"/> Potentially eligible buildings/structures avoided documentation attached
<input checked="" type="checkbox"/> Phase I Report attached - Cemetery/cataloged burial documentation	

RECEIVED
SEP 11 2013
DIV HIST PRES

VII. DETERMINATION OF ELIGIBILITY (EVALUATION) COMPLETED

<input type="checkbox"/> No arch site(s) eligible for NRHP - Phase II Report attached	<input type="checkbox"/> No buildings/structure(s) eligible for NRHP - DOE attached
<input type="checkbox"/> Arch site(s) eligible for NRHP - Phase II Report attached	<input type="checkbox"/> Building/structure(s) eligible for NRHP - DOE attached
<input type="checkbox"/> Site(s) eligible for NRHP - DOE attached	

VIII. COMMITMENTS/SPECIAL PROVISIONS - must be included with special provisions language

Prior to construction, WisDOT will need to submit a request to work within the boundaries of uncataloged burial sites BMI0043, BMI0198, BWT0174, and BWN0027 and the cataloged boundary of BMI0020 should the WHS not accept the recommended revised boundary

IX. PROJECT DECISION

No historic properties (historical or archaeological) in the APE.

No historic properties (historical or archaeological) affected.

Historic properties (historical and/or archaeological) may be affected by project;

Go to Step 4: Assess affects and begin consultation on affects

Documentation for Determination of No Adverse Effects is included with this form. WIDOT has concluded that this project will have No Adverse Effect on historic properties. Signature by SHPO below indicates SHPO concurrence in the DNAE and concludes the Section 106 Review process for this project.

12-0379/VA
p92/2

Yammy A. Rabe
(Regional Project Manager)

8-23-2013
(Date)

Robert [Signature]
(WIDOT Historic Preservation Officer)

9/9/13
(Date)

[Signature]
(State Historic Preservation Officer)

Oct 2 2013
(Date)

Brian M. Andreas
(Consultant Project Manager)

8/23/2013
(Date)



Wisconsin Department of Transportation

www.dot.wisconsin.gov

13-0940/MI

Scott Walker
Governor

Mark Gottlieb, P.E.
Secretary

Division of Transportation
System Development
4802 Sheboygan Ave, Rm 451
P O Box 7965
Madison, WI 53707-7965
Phone: 608-266-0099
Fax: 608-264-6667
E-Mail: bees.cr@dot.wi.gov

9/4/2013

RECEIVED
SEP 17 2013
DIV HIST PRES

X-REF 12-0379/VA

Mr. Sherman Banker, Compliance
Wisconsin Historical Society, Office of Preservation Planning
816 State Street
Madison, Wisconsin 53706-1482

RE: BMI-0020 (Oak Hill Burying Ground) proposal to revise the boundary of the burial site cataloged under Wis. Stat. 157.70

WisDOT Project ID: 1113-00-00
US 41 Conversion Sign Improvement and Installation
Milwaukee County, Wisconsin

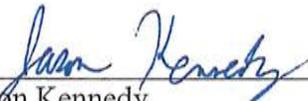
The Wisconsin Department of Transportation (WisDOT), Environmental Services Section, would like to propose changes to the cataloged boundary of BMI-0020 as currently recorded under Wis. Stat. 157.70.

Please see the attached documentation for your review and comment.

If I can be of further assistance, or provide additional information please feel call me at (608) 267-6693.

Sincerely,

WHS concurrence authorizes request



Jason Kennedy
Cultural Resources Team

9/4/2013
Date



Sherman Banker
Office of Preservation Planning

12/9/13
Date

Cc: SE Region

WHPD Archaeological Site Inventory

Primary Info																	
State Site #																	
Name	Oak Hill Burying Ground																
Other Name																	
Field #																	
ASI #	15696																
Location Information																	
County	Milwaukee																
Municipality	Milwaukee																
Civil Town																	
Location Description	This cemetery is located at approximately 116 and West Capital Drive in Wauwatosa. This cemetery is a little difficult to find because it is almost under the expressway. To reach it you must travel west on Capital past Pinelawn Cemetery, which is very large, until you almost reach the expressway overpass. The cemetery is on the north side of Capital Drive, there is a small driveway in which to park, if you wish to visit the cemetery.																
PLSS	<table border="1"> <thead> <tr> <th>Township</th> <th>Range</th> <th>Direction</th> <th>Section</th> <th>QSection</th> <th>Grid Alignment</th> <th>French Lot</th> <th>Gov. Lot</th> </tr> </thead> <tbody> <tr> <td>7</td> <td>21</td> <td>E</td> <td>6</td> <td>SW, SW, SE</td> <td>S, SE</td> <td></td> <td></td> </tr> </tbody> </table>	Township	Range	Direction	Section	QSection	Grid Alignment	French Lot	Gov. Lot	7	21	E	6	SW, SW, SE	S, SE		
	Township	Range	Direction	Section	QSection	Grid Alignment	French Lot	Gov. Lot									
7	21	E	6	SW, SW, SE	S, SE												
UTM Info	<table border="1"> <thead> <tr> <th>UTM Method</th> <th>UTM Zone</th> <th>Easting</th> <th>Northing</th> </tr> </thead> <tbody> <tr> <td>Interpolated from topo map</td> <td></td> <td></td> <td></td> </tr> </tbody> </table>	UTM Method	UTM Zone	Easting	Northing	Interpolated from topo map											
UTM Method	UTM Zone	Easting	Northing														
Interpolated from topo map																	
USGS 7.5' Quad Info	WAUWATOSA																
Parcel ID																	

Site Description					
Site Description	This cemetery was formally established in 1853, though farmers used the plot as a burying ground prior to that date. The oldest grave is said to belong to Julia Knapp, who died in 1848. Another source states that the first burial was in 1839, and that the cemetery was established ca. 1842. The cemetery records were destroyed in a fire in 1912. By 1930 the cemetery was described as still active (burials continued into the 1940s) but in disrepair. The cemetery association responsible for its upkeep dissolved in the 1930s, and the cemetery was taken over by the City of Wauwatosa.				
Site Dimensions (feet)	Site Area (acres) 1				
Site Dimensions (meters)	Site Area (hectares)				
Site Type	Cemetery/burial				
Cultural Info	<table border="1"> <thead> <tr> <th>Culture</th> <th>Certainty</th> </tr> </thead> <tbody> <tr> <td>Historic Euro-American</td> <td>Definite</td> </tr> </tbody> </table>	Culture	Certainty	Historic Euro-American	Definite
	Culture	Certainty			
Historic Euro-American	Definite				
Investigation Type	Historical research				
Archaeological Phase/Complex					
Tribes/Ethnic Group					
Site Status	This human burial site is protected under Wis. Stats 157.70. Consultation with the Wisconsin Historical Society is required. See burial page.				
Covenant	No - None of site				

Site Characteristics	
Modern Landuse	Marked cemetery
Degree of Disturbance	Moderate
Impacts to Sites	Defacing/Vandalism, TRANSPORTATION CORRIDOR

Burial Site Info			
Burial Number	BMI-0020	Burial Status	Catalogued
Date Catalogued	6/28/1990	Cemetery Type	Active
Earliest Grave Date	1801-1850	Latest Grave Date	1851-1900
Disposition Activity		Date of Disposition	
Cataloging Comments	Cataloging boundaries amended Sept 25, 2013.		

National Register Info	
Individual Eligibility Evaluation	

Other Eligibility Evaluation	
Individual Eligibility Evaluation	

WHPD Archaeological Site Inventory

Proposed Historic District

Contributing

Evaluation Date

Eligibility Comments

Ownership

[Add](#)

Owner	City of Wauwatosa	Address 2	
Chronology	Current Owner	City	Wauwatosa
Ownership Type	Mixed Private and Public	State	WI
Year Determined	1990	Zip	53213 -
Address 1	P.O. Box 13068		

Owner	Milwaukee County	Address 2	
Chronology	Current Owner	City	
Ownership Type	Mixed Private and Public	State	
Year Determined		Zip	
Address 1			

Owner	WisDOT	Address 2	
Chronology	Current Owner	City	
Ownership Type	Mixed Private and Public	State	
Year Determined		Zip	
Address 1			

Artifact Info

Artifact Repository	
Material Class	
Artifact List	
Date of Site	
Dating Method	

Investigator Info

Investigator	Organization	Date	Recommendation	
---------------------	---------------------	-------------	-----------------------	--

Site Reporter Info

Reporter	
Organization	
Date Reported	
Bibliography	Herzfeld, Elizabeth Doherty. 1997. Old Cemetery Burials of Milwaukee County, Wisconsin, Volume 2. Watson, Robert, 2009, Historic Cemetery Research: Oak Hill Burying Ground (47 BMI 0020), GLARC, in 09-0779.

Tracking Info

WHS Project #	BAR #	Reason For Reporting	
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Appendix B
Revised Draft ER Pages

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 will** begin in

2015. This alternative required passage of Federal legislation (referred to as “grandfathering” in this document) is being developed that would allow oversized/overweight trucks currently authorized to operate on US 41 to use I-41. The grandfathering legislation was passed on December 17, 2014. 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. If grandfathering legislation was not passed, 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 have moved forward with Interstate conversion without the passage of 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 oversized/ 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 Several 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 being processed as ERs do not have significant impacts as evidenced by the use of an ER as the environmental document type. 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

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 expected primarily in the section of the corridor that is not currently an Interstate Highway, WisDOT does not anticipate 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 188,000 average annual daily traffic (AADT). Forecast traffic volumes in 2035 ranged from 40,000 to 219,000 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 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.

- 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** **spring of 2015**.

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 **evaluated in** detail mention the term "overweight grandfathering legislation." The term refers to the federal legislation **considered** by Congress that allows **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 grandfathering legislation **that Congress passed on December 17, 2014** only allows 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 **28th** Annual Corporate Survey conducted by *Area Development Site and Facility Planning* (Winter **2014**), highway accessibility is the **second highest** factor in site selection for new facilities, considered "important" or "very important" by **93.5** 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. With the passage of federal overweight grandfathering legislation on December 17, 2014, WisDOT eliminated this alternative from further consideration because it would not fully meet the project purpose and need. Because the No Interstate Designation Alternative (No-Build Alternative) does not fully address the project purpose and need, it is not a reasonable course of action. It did, however; serve as a baseline for comparison to the Interstate Designation Alternative.

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 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.

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).

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 2015, if the Interstate Designation Alternative is the preferred alternative following final environmental approval and formal approval of the designation by FHWA. 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.

With 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 Interstate Designation Alternative's 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)
 - 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.

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.

- 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 **Memorandum** 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 **Memorandum** is expected to be completed in **spring 2015**. 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. **This legislation was passed on December 17, 2014.**

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 current (2015) and mid-term (2015–2028) 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 the I-94 East-West Corridor Project has not completed the NEPA process. The Draft Environmental Impact Statement for the I-94 East-West Corridor Project was released in November 2014 with a Final Environmental Impact Statement anticipated in mid-2015 and a Record of Decision in late 2015/early 2016. 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 passed on December 17, 2014 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 Congress passed the overweight grandfathering legislation, which allows current weight limitations authorized by Wisconsin statutes or permits to continue for US 41, WisDOT has identified the Interstate Designation Alternative as its preferred alternative because of the potential benefits to the study area economy.

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 2015 and the short-term (2012–2013) and mid-term (2015–2028); 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.

3.4.3 Proposed Grandfathering Legislation

Federal legislation is being developed that would allow was passed on December 17, 2014 allowing 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 is 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 became 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 have been selected for this project and a new environmental document would be have been 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 "locks-in" current configurations and gross vehicle weights that are permitted or allowed by state statute at the time the grandfathering legislation is was enacted on December 17, 2014. 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 is needed because the federal grandfathering legislation will maintain WisDOT's current OSOW regulations on US 41 with Interstate conversion. 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

3.5.4.1 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.

3.5.4.2 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 (181) 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 345 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 282 signs would be nonconforming with Interstate conversion, the real impact of conversion would be on the 181 existing conforming signs that would become nonconforming. As noted, the existing 101 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 57 undetermined signs to determine how they would be affected by Interstate conversion.

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.

TABLE 3-2
Existing Off Property Sign Status

County	Conforming	Nonconforming	Illegal	Undetermined
Milwaukee	6	3	0	0
Waukesha	2	1	0	0
Washington	36	33	0	0
Dodge	1	0	0	0
Fond du Lac	24	14	1	4
Winnebago	71	37	0	18
Outagamie	18	11	0	31
Brown	23	2	5	4
Total	181	101	6	57

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

3.5.5 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

3.6.3 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.

3.6.4 Direct Impacts

3.6.4.1 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.

3.6.4.2 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

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	69	0	0
Dodge	0	1	0	0
Fond du Lac	0	38	1	4
Winnebago	0	108	0	18
Outagamie	0	29	0	31
Brown	0	25	5	4
Total	0	282	6	57

Interstate Designation Impacts

In total, there are 345 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	36	33	0	0
Dodge	1	0	0	0
Fond Du Lac	24	14	1	4
Winnebago	71	37	0	18
Outagamie	18	11	0	31
Brown	23	2	5	4
Total	181	101	6	57

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 57 undetermined signs, they may become non-conforming or illegal. Of the 57 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 42 signs are currently listed as conforming off-property in OASIS; however, questions remain about their status. Not considering interstate conversion, 22 of the 42 signs would become non-conforming or illegal because they are on land that is currently zoned agriculture or residential. Fifteen of the 42 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 42 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 181 conforming signs and the 57 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.

FROM: Outdoor Advertising Technical Memorandum

	After Interstate Designation Sign Status			
County	Conforming	Non-Conforming	Illegal	Undetermined
Milwaukee	0	9	0	0
Waukesha	0	3	0	0
Washington	0	69	0	0
Dodge	0	1	0	0
Fond Du Lac	0	38	1	4
Winnebago	0	108	0	18
Outagamie	0	29	0	31
Brown	0	25	5	4
Total	0	282	6	57

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.

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 historic resource investigation determined that, for architectural/historic resources within the area of potential effect (APE), the replacement of signs and installation of new posts at existing signs will not affect NRHP-eligible or listed architectural/historic properties. The investigation also found that urban areas within the project corridor (such as the Marquette Interchange, Zoo Interchange, locations near the existing multi-lane US highway) are characterized by significant infrastructure—light posts, traffic signals, street signs, and commercial signs—such that the installation of a new sign will not cause an adverse effect.

The historic resource investigation also evaluated the impacts of proposed signs on potential historic properties in rural areas. WisDOT evaluated nine buildings/structures within the project's APE and determined that sign installation would not adversely affect buildings/structures, should they be considered potentially historic.

3.11.3 Minimization and Mitigation Measures

Because the installation of Interstate signs would not adversely affect historic resources no minimization or mitigation measures are required.

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 archaeological investigation determined that, for archaeological resources located within the project's APE, the replacement of US 41 signs with I-41 signs that will not require installation of new posts will have no effect on National Register of Historic Places (NRHP)–eligible or listed archaeological resources.

CCRG conducted archaeological survey of the locations of the proposed signpost replacements and new signposts within previously identified archaeological sites. Eleven sites within the APE will be affected by installing new signposts associated with existing signs or new signs; none are in Illinois and none are listed in the NRHP or determined to be NRHP-eligible. The parts of these sites within the APE were found to be heavily disturbed by previous road construction, and no evidence of the sites was found; further, no new archaeological sites were identified within the APE. Thus, the survey results indicate that the proposed undertaking will not affect NRHP-eligible or listed archaeological resources (i.e., "historic properties"), and no additional archaeological investigations are recommended within the proposed project area, as designed.

Within the APE, there are four uncatalogued burial sites (exact boundaries are not delineated) within which WisDOT is proposing to install new signposts or to add posts to existing signs. In August 2013, WisDOT conducted limited subsurface investigations within the boundaries of the four sites. Using GPS, WisDOT identified the proposed sign locations and conducted a Phase I archaeological survey of the proposed signpost locations. The Phase I survey results determined that the locations of the proposed sign replacements appear to have a low probability of containing human burials.

One cataloged burial site (boundaries are specifically delineated)—the Oak Hill Burying Ground—is located on the north side of West Capitol Drive, east of its intersection with US 45 in the City of Wauwatosa. WHS documentation describes the southern boundary of the cemetery as extending into the WisDOT right-of-way of West Capitol Drive. Based on the mapped locations of burials in the cemetery and the configuration of West Capitol Drive, WisDOT petitioned the WHS to move the southern boundary of the cemetery north, to the right-of-way of West Capitol Drive, to more accurately reflect the burials within the cemetery. With the relocation of the south cemetery boundary, the proposed sign replacement at Oak Hill would be outside the cataloged boundary of the cemetery. WHS approved the boundary change on December 9, 2013 (Appendix A).

3.12.3 Minimization and Mitigation Measures

Before installing new signs within uncatalogued burial sites, WisDOT must submit a request to work within site boundaries to the Wisconsin Historical Society (WHS). The WHS may request that an archaeologist qualified under Wisconsin Statute § 157.70 be present to monitor ground disturbance associated with the sign installation.

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.

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	
		3 hours ^c	0.5 ppm (1,300 µg/m ³)
	75 ppb ^m	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 2015 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.

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	9.3
Real Estate	Million \$	0	0
Total (in 2015 dollars)	Million \$	0	9.3
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





Summary of Interstate Conversion Improvements

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



Project Termini	2015 Construction	Mid Term 2015 - 2028	Impact Category*	Comments
	Improvements	Improvements		
Zoo Freeway (Burleigh Street - Good Hope Road) Milwaukee County From MM 43 to MM 49	1120-11-86: Move Type 2 sign and remove vegetation near Florist Avenue 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.
	1100-20-60: Install median delineation on concrete barrier for horizontal curves		3	Since the proposed work only involves installing delineation on existing concrete median barriers, there is low likelihood of environmental impacts.
		1100-20/21-70: Resurfacing, Burleigh Street to Good Hope Road, 2022	3	See text for discussion of expected environmental impacts of resurface projects.
		1100-01-07 Bridge Rehabilitation of seven structures, 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.
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		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 (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, 2019	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	2015 Construction	Mid Term 2015 - 2028	Impact Category*	Comments
	Improvements	Improvements		
South Washington County Line to US 45/41 Split Washington County From MM 53 to MM 61	1120-11-86: 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.
		1100-38-70: Install beam guard at outside piers for the Mequon Road bridge , 2016	3	There are no mapped wetlands, floodplains, historical, archaeological, or burial sites at this project location. Low likelihood of environmental impacts.
		1100-38-70: Install beam guard at outside piers for the US 45 bridge, 2016	3	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.
US 41/45 Split to North Washington County Line Washington County From MM 61 to MM 81	ID 1120-11-86: Install guardrail and remove gate in fence to close two existing private accesses to WisDNR property		1	Included as part of Interstate signing contracts. 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.
		1100-03-71: Bridge Rehab, Bridge over Kohlsville River (B66-23/16), 2016	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	See text for discussion of expected environmental impacts of resurface projects.
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	2015 Construction	Mid Term 2015 - 2028	Impact Category*	Comments
	Improvements	Improvements		
South Fond du Lac County Line to US 151 Fond Du Lac County From MM 89 to MM 97		Resurfacing, 2024	3	See text for discussion of expected environmental impacts of resurface projects.
WIS 23 to WIS 26 Fond du Lac and Winnebago Counties From MM 101 to MM 113		Resurfacing, 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	1120-29-71: Place friction-enhancing epoxy overlay and place delineation tape on median barrier at horizontal curve.		3	Since the proposed work only involves placing an epoxy overlay on existing pavement and installing delineation on existing concrete median barriers, low likelihood of environmental impacts.
	1120-54-61: Joint Maintenance Repair		3	Low likelihood of environmental impacts since work is restricted to roadway pavement joints.
		Resurfacing, 2024	3	See text for discussion of expected environmental impacts of resurface projects.
WIS 15 to County J Outagamie County From MM 139 to MM 151		Resurfacing, 2028	3	See text for discussion of expected environmental impacts of resurface projects.
County J to County F Brown County From MM 151 to MM 161		1130-44-00 Resurfacing, County J to County F, 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

TABLE 2
US 41 Traffic Volumes Along Interstate Conversion Segment

County	Range of AADT	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	87,900–103,500	92,350	8,034	1,286

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.

FROM: Oversize/Overweight Technical Memorandum, Appendix C

Appendix C
Traffic Forecasting Memorandum



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US 41 Conversion

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US 41 INTERSTATE CONVERSION STUDY TRAFFIC FORECASTING MEMO

Date: December 16, 2013

Re: ID 1133-00-00
IH 94 – IH 43
US 41

Kenosha, Racine, Milwaukee, Waukesha, Washington, Dodge, Fond du Lac, Winnebago, Outagamie, and Brown Counties

This memo outlines the mainline US 41 traffic forecast reports and other applicable traffic analysis that has been conducted along the US 41 corridor in the past several years as part of the US 41 Interstate Conversion study from approximately 2007 - 2013. This memo provides the context and framework for the traffic forecasting discussion as it relates to the US 41 Interstate conversion study. It is not meant to be a comprehensive documentation of Wisconsin Department of Transportation's (WisDOT) traffic, operations or planning efforts.

In 2007, US 41 mainline traffic forecasts were completed for the purposes of a comprehensive corridor review by the WisDOT traffic forecasting section based on 2005 traffic count data.

In 2011, the US 41 Interstate Conversion Study project team gathered an expert panel to review traffic analysis for the corridor. The Interstate Conversion Traffic Analysis Task Team [Tammy Rabe, Jill Michaelson, Randy Asman and Matt Halada, NE Region; Art Bauman, SE Region; Mike Schumacher, traffic forecasting section, Brian Bliesner, Central Office; and Brian Andreas, Jeff Held and Joe Urban, Strand Associates] reviewed the validity of the original 2007 traffic forecasts, Majors Highway Development project forecasts and other corridor plans/project forecasts that had occurred since 2007. The team also performed a check-in with the Metropolitan Planning Organizations (MPOs) along the corridor. The traffic team determined that the original 2007 forecasts remained appropriate for evaluating future traffic operations along the study corridor for the purposes of Interstate Conversion. A technical memo was prepared and concurrence was received from the Federal Highway Administration (FHWA).

Currently (2013), the Environmental Report is being finalized for Interstate conversion. The project team reassessed the appropriateness of the 2007 forecasting for the purposes of the Environmental Report. The reassessment included reviewing the 2007 forecasts, the Majors Highway Development traffic forecasts since 2007, and other mainline traffic studies and roadway improvement project forecasts that have been completed since 2007. The project team also again checked in with the MPOs along the corridor.



Forecasting Methodology

WisDOT uses the best forecasting tools and data available at a particular time to conduct traffic forecasts. It is WisDOT policy to use the Traffic Analysis Forecasting Information System (TAFIS) alone to conduct roadway traffic forecasts in all areas of Wisconsin where no travel demand model exists, and to use a combination of the TAFIS outputs and travel demand model outputs together to conduct the traffic forecasts where travel demand models do exist. Chapter 9 of the Transportation Planning Manual describes WisDOT's traffic forecasting protocols and procedures.

Developed in 2001, the TAFIS computer program compiles historic traffic volume information and other data at a specific state trunk highway traffic count site and then performs a Box-Cox regression in order to predict future traffic at that site. TAFIS does not take into account classification data, roadway number of lanes or land use development patterns to predict traffic volumes.

Travel demand models are another forecast tool. Unlike TAFIS, this tool uses current and future socio-economic data, roadway networks, trip rates and other factors to calculate current and future travel patterns. Travel demand models analyze future land use development scenarios to predict how and where future roadway traffic will go. Travel demand models are based on a classic four-step process that consists of trip generation, trip distribution, mode choice and traffic assignment. The assignment portion determines the route each trip takes, generally considering both distance and time, including congestion and delays.

Although the travel demand model areas have expanded since 2007, the forecast comparisons completed in 2011 and 2013 still show relatively minor differences in forecasts from those completed in 2007. Therefore, no additional traffic forecasting is recommended at this time.

Local Land Use Planning

After the US 41 corridor was legislated a future Interstate in 2005, local communities began planning for the Interstate in their land use plans. Two travel demand models exist along the US 41 project corridor as shown in the attached map. The southern portion was developed by Southeastern Wisconsin Regional Planning Commission (SEWRPC) and Southeastern Wisconsin MPO. The Northeast Region Travel Demand Model was created in conjunction with East Central Regional Planning Commission (ECRPC), Bay Lakes Regional Planning Commission (BLRPC), Fond du Lac MPO, Oshkosh MPO, Fox Cities MPO, Green Bay MPO and Sheboygan MPO.

When forecasts were developed in 2007, WisDOT central office staff used both TAFIS and the two travel demand models. Because the RPCs and MPOs were consulted and their travel demand models took into consideration anticipated future land use in adopted plans while accounting for commuters using the highway to travel to future employment or retail centers, the future Interstate was already being accounted for in the 2007 forecasts.



Compatibility with Forecasts for Adjacent Projects

When the 2007 original forecast was created, the forecasts available for the following on-going WisDOT Majors projects were considered:

1. The Zoo Interchange project on US 45 from Burleigh Avenue south through the I-94/I-894/US 45 interchange and beyond.
2. The US 41 Majors project in Winnebago County from WIS 26/County N to Breezewood Lane.
3. The US 41 Majors project in Brown County from County F/Scheuring Road to County M/Lineville Road.

In the Fall of 2011, the traffic forecast data available was reviewed. It was determined that the 2007 original forecast continued to compare well with the forecast data from the adjacent projects at that time, with 2035 horizon year mainline daily traffic volumes within 5 to 10 percent of each other.

With this additional review in 2013, analysis shows the 2007 original forecasts remain compatible with ongoing Majors Highway Development projects and other corridor plans or planned and designed projects.

Indirect and Cumulative Impacts to Land Use and Trip Generation

The purpose of Interstate conversion is to enhance and accelerate economic development by converting the US 41 corridor to an Interstate Highway. The US 41 Interstate Conversion Team assembled an Economics Task Team to identify the impact that converting the corridor to an Interstate highway would have on the local, regional and state economies. The Economics Task Team held meetings with local and regional development and land use experts covering the corridor to complete an Indirect and Cumulative Effects (ICE) analysis focused on US 41 Interstate conversion.

The findings of the ICE report indicate that growth due to Interstate conversion is expected to occur in areas already outlined as being planned for development by local governments, including MPOs. It is also expected that Interstate conversion will not result in large shifts in population and employment, which are two major factors that influence traffic forecasts.

In the fall of 2013, the project team discussed with the MPOs and RPCs the results of the ICE analysis and whether or not they recommended revising the 2007 original traffic forecasts. They indicated that they were not inclined to revisit traffic forecasts unless there have been major changes in projected population and/or employment. Future development anticipating the conversion to Interstate has already been accounted for in the long range transportation plans and travel demand models. Because the ICE analysis showed that large changes to population and employment are not expected due to Interstate conversion, the MPOs and RPCs feel that the 2007 original traffic forecast remains appropriate for this project in areas where the data has not been revised to date.

Traffic Modeling

In microsimulation and travel demand modeling, factors such as freeway status, speed limit, congestion, number of lanes, lane width and shoulder widths are used by the models to estimate travel times and delays and consequently predict vehicle routing. It is not standard practice when using either type of modeling software to differentiate characteristics of different facilities because of their status as an Interstate, US highway, or state trunk highway alone. The effect that a change in route number or the upgrade from a US Highway to an Interstate alone would have on traffic patterns would be difficult, at best, to capture, and any rerouting as a result of this subtle change would likely need to be dictated/created by the modeler.

Current Available Project Forecasts

Traffic forecast reports are completed as part of any new roadway project or study in the state. Along our US 41 corridor, individual forecasts have been completed in 2011, 2012 and 2013 for 9 projects covering almost the entire study area from Milwaukee to Green Bay. In 2013, the project team gathered the latest traffic forecasts along the US 41 corridor. The attached table shows that although the new mainline US 41 traffic forecasts reference updated data (i.e. Average Annual Daily Traffic at individual sites, socioeconomic, etc.), the 2035 forecasts are still within about 10% of each other.

Tourists and Unfamiliar Drivers

Interstate conversion may slightly increase the volume of tourism related travel on the corridor as the future Interstate may be considered a viable alternative to I-43, particularly for out of state travelers. In fact, an economic survey conducted by WisDOT in the fall of 2011 showed that because tourists recognize that Interstate highways typically mean faster, safer travel, Interstate conversion could increase the number of tourist trips throughout the corridor which would in turn mean more customers for highway oriented businesses.

During the ICE analysis, local economic experts stated that although growth is anticipated due to Interstate conversion, they felt that local land use plans accounting for the future Interstate were taken into account in the travel demand model. Therefore trips by tourists and unfamiliar drivers were already accounted for.

The project team informally tested the routing provided by two Internet mapping applications. In both cases, the routes appeared to favor minimizing the distance traveled over routing traffic to I-43 due to its Interstate status. This is expected to remain the same when US 41 acquires Interstate status. If tourists and unfamiliar drivers rely solely on mapping software to determine routing, the informal mapping results show that there will likely be little diversion to the new Interstate route.



Timeline and Coordination Efforts

The following describes a timeline of efforts relating to the traffic forecasts throughout the duration of the project:

- 2007 - Original traffic forecasts completed by WisDOT using the methodology described in this memo.
- 2007-2009 - Traffic modeling (2010 and 2035) completed.
- Fall 2011 - Validity of traffic forecasts re-evaluated by the Traffic Analysis Task Team. The team determined that no changes were needed to the 2007 original forecasts.
- 2012-2013 - A determination was made that the Interstate Conversion project will not include roadway construction efforts such as resurfacing, reconstruction, or capacity expansion beyond those already programmed by WisDOT.
- Fall 2012 - An ICE analysis was completed. A group of economic development professionals and an expert panel of local and regional land use and natural resource professionals determined that Interstate conversion will enhance economic growth, but that growth would occur in locations currently planned and zoned for development by local governments.
- Fall 2013 - Traffic forecast process and reports were re-examined, including coordination with WisDOT central office traffic forecasting section and MPOs (SEWRPC, BLRPC and ECRPC). Forecast reports along the corridor, ranging from 2007-2013 including the 2007 forecasts, are determined to be sufficient for the Interstate conversion project.

