

(CURB REQUIRED WHEN RAMP RADIUS IS LESS THAN 430')

INFORMATION REQUIRED FOR EVALUATION OF NEW OR REVISED ACCESS TO INTERSTATE HIGHWAYS

The Region, the Bureau of Project Development, and FHWA (if concurrence/approval required) should discuss the development/format of the Interstate Access Justification Report (IAJR) for single new or modified Interchange versus highway projects containing multiple interchange modifications and/or additions of new interchanges. For projects with multiple interchanges either submit separate IAJRs for each individual interchange or, combine the IAJRs for each individual interchange into one document as separate complete sections.

Suggested Outline for an Interstate Access Justification Report:

SUMMARY

A clear and concise summary statement should be provided at the beginning of the report explaining how each of the required policy points have been satisfied, along with how the collective assessment of each policy requirement provides the basis for the recommended change in access. It is recommended that a summary of the analysis that was performed, the methods and tools utilized, the assumptions, and the conclusions be included. Information also will include a description of the process followed to analyze different access changes and other transportation improvement alternatives considered and selected as the proposed recommendation (such as Interstate System facility, ramps, ramp terminal, crossroad, or local street network).

INTRODUCTION

An introduction to the project should be provided that summarizes the following:

- Background This section should identify any supporting information from previous studies or data acquired to introduce the project and support the project purpose.
- Purpose The project's purpose and objectives should be identified.
- Project Location Include aerial photography of the project area and area of influence, a map displaying the subject interchange location, and a brief description of the preliminary area of influence. Maps should be to scale or be schematic drawings showing distances between interchanges, intersections, and other key features. The subject interchange location should be identified by milepost, relationship to adjacent interchanges, and system linkages. Factors used to define the area of influence should be discussed, including interchange spacing, signal locations, anticipated traffic impacts, anticipated land use changes, or proposed transportation improvements.

METHODOLOGY

This section should summarize the methodology used to develop the Interchange Access Request. The discussion should provide sufficient detail for the reader to understand the processes used.

EXISTING CONDITIONS

This section should identify the conditions that existed in the project's base year. Text, figures, and tables should be used as appropriate to describe the existing land use, transportation system, demand, performance, and environmental conditions considering the following:

- Demographics This section should identify significant population and employment statistics within the project area of influence. Summary for traffic analysis zones for the base year from the selected travel demand forecasting model should be included.
- Existing Land Use Existing land use within the project area should be summarized by general land use classifications (residential, commercial, industrial, institutional, recreational, etc.). Major developments within the study area should be identified.
- Existing Roadway Network Facilities within the project area of influence should be identified by functional classification, laneage, and access control (e.g., limited or controlled-access). In addition to a discussion, a figure should be provided illustrating each facility within the study area.
- Alternative Travel Modes Existing single occupant vehicle (SOV) alternatives related to the project should be identified in this section. These modes may include special use/HOV, park and ride, bus transit, fixed-guide way mass transit, airports, ports, and forms of non-motorized transportation facilities. A figure should be provided illustrating the location of these modes.
- Interchanges This section should describe the existing configuration, geometry and other design features of existing interchanges in the area of influence, including identifying any elements that do not meet current design criteria. This section should also identify any approved but not yet constructed interchanges and define their geometry and status. Also, any other Interchanges being developed in the area of influence should be identified.

- Existing Data This section will discuss existing data source(s) and quality of the data.
- Operational Performance This section will summarize the results of the operational analysis including the methodology, assumptions, and conclusions. A comparison of the no-build and build conditions should be provided along the Interstate facility and the local roadway network to support the need for the project. Tables and figures should be employed to summarize operational performance.
- Existing Safety Conditions This section will summarize an analysis of the safety performance of the existing conditions including existing crash data supporting the need for the project. Any strategies used to mitigate safety concerns should be discussed. A comparison of the no-build and build conditions should be provided along the Interstate facility and the local roadway network to support the need for the project. Tables and figures should be employed to summarize safety performance.
- Existing Environmental Constraints This section should identify any potential environmental fatal flaws or areas of concern that will be addressed during this effort or in subsequent project phases. This analysis is not intended to provide extensive examination of environmental and community impact issues that will be accomplished in the NEPA process.

NEED

Establish the need for improvement using factors such as existing conditions and the conditions anticipated to occur in the analysis years under the No-Build Alternative, or other factors such as the need for system linkage.

ALTERNATIVES

This section will discuss the alternatives considered. Provide a brief narrative regarding location and design elements for each alternative. At a minimum, consider the following alternatives:

- No-Build Alternative
- Improvements to Alternate Interchanges
- Transportation System Management Alternative
- Alternatives Providing a Change in Access

Identify each of these alternatives in independent sections. Discuss the proposed modifications and engineering factors including; structures, landscaping, schedule, cost, and traffic control devices for each alternative considered.

FUTURE YEAR TRAFFIC

Document the development of the future-year design traffic for each alternative. Include network and project validation, future travel demand projections, and the design traffic projections.

ALTERNATIVES ANALYSIS

Discuss the analysis of alternatives based on engineering policies and design criteria, traffic and safety operations, and environmental impacts using the evaluation criteria agreed to in the coordination meetings with BPD/FHWA. These alternatives may be evaluated in economic cost and benefits terms and a financial analysis will be performed.

This analysis would normally consider, at a minimum, the following:

- Conformance with Transportation Plans This section will discuss the proposal's relationship to Interstate Corridor Studies or similar investment studies. This section should identify the attainment status of the area for the National Ambient Air Quality Standards (NAAQS) established in the Clean Air Act Amendments. If the project is in a nonattainment or maintenance area for ozone, the relationship of the proposed improvements to the conforming TIP, State Implementation Plan (SIP) and MPO Long-Range Transportation Plan should be discussed.
- Compliance with Policies and Engineering Design Criteria This section will document each alternative's consistency with State and FHWA policies and engineering design criteria, and the need for any design justifications based on the preliminary engineering concepts.
- Environmental Impacts Present a potential environmental impact summary considering all NEPA elements from a fatal flaw perspective for each alternative.
- Safety Discuss the effects on safety (increase or decrease in the type, number, and severity of crashes) of the proposed project. This section should also discuss the project's effects on public safety issues such as emergency services and evacuations.
- Operational Performance The documentation of the operational analysis should provide sufficient information for an independent review of the conditions, and not require the use of the selected traffic analysis tool software.
- Evaluation Matrix This section will present an analysis of the alternatives using various criteria to

assess the impacts and potential consequences for the proposed change in access.

- Coordination - This section will also summarize stakeholder involvement or any public involvement that occurred during the project.

FUNDING PLAN

This plan will identify the specific funding programs or private sources needed to support all of the improvements proposed. Discuss project revenue requirements if the project is a toll project.

RECOMMENDATIONS

Discuss the preferred alternative selection and any recommendations for further action, such as programming the NEPA or design phases.

APPENDICES

Use appendices for other supporting documents such as safety, operations and engineering analysis documentation. Lane configuration schematic and figures illustrating the existing geometry overlaid with proposed geometry are recommended. These figures should clearly show dimensions for the acceleration and deceleration lane spacing, lane transition taper lengths, auxiliary lanes, and interchange spacing (measured from the centerline of grade-separation structures).

Provide the following information to support a request for the approval of new or revised points of access on completed sections of the Interstate System.

- 1. Purpose.
- 2. Assessment of impacts of the proposed access change on the safety and operation of the Interstate facility and the local road network. The request must also include a conceptual signing plan. (*Criteria* #1).
- 3. Documentation that the proposed access point only connects to a public road, meets or exceeds current design criteria, and will provide for all movements. (*Criteria #2*)
- 4. Any other information that explains and/or supports the proposal (e.g., cost-effectiveness analysis, source of funding, implementation schedule, preliminary plans or sketches depending on complexity, etc.).

Adequately Addressed?	FHWA INTERSTATE ACCESS POLICY POINTS
Yes No	
	Policy Point 1: An operational and safety analysis based on both the current and the planned future traffic projections has concluded that the proposed change in access does not have a significant adverse impact on the safety and operation of the Interstate facility (which includes mainline lanes; existing, new, or modified ramps; and ramp intersections with crossroad). It should also evaluate and conclude that the proposed change in access does not have a significant adverse impact on the safety and operations or on the local street network. The analysis should, particularly in urbanized areas, include at least the first adjacent existing or proposed interchange on either side of the proposed change in access to ensure an appropriate scope of analysis (23 CFR 625). The crossroads and the local street network, to at least the first major intersection on either side of the proposed change in access, should be included in this analysis to the extent necessary to fully evaluate the safety and operational impacts that the proposed change in access and other transportation improvements may have on the local street network (23 CFR 625). Requests for a proposed change in access should include a description and assessment of the impacts and ability of the proposed changes to safely and efficiently collect, distribute and accommodate traffic on the Interstate facility, ramps, intersection of ramps with crossroad, and local street network [23 CFR 625 and 655.603(d)]. Each request should also include a conceptual plan of the type and location of the signs proposed to support each design alternative [23 U.S.C. 109(d) and 23 CFR 655.603(d)].
	 Policy Point 2: The proposed access will be designed to meet or exceed current standards [23 CFR 625.2(a), 625.4(a)(2) and 655.603(d)], connects only to a public road; does not utilize ramps serving rest areas, information centers, or weigh stations; and will provide for all traffic movements. Less than "full interchanges" may be considered on a case-by-case basis for applications requiring special access, such as managed lanes (e.g., transit or high occupancy vehicle and high occupancy toll, lanes) or park and ride lots. In rare instances where all basic movements are not provided by the proposed design, the report should include a full-interchange option with a comparison of the operational and safety analysis to the partial-interchange option. The report should describe why a partial interchange is proposed and include the mitigation proposed to compensate for the missing movements, include wayfinding signage, impacts on local intersections, mitigation of driver expectation leading to wrong-way movements on ramps, etc. The report should describe whether future provision of a full interchange is proposed design. All interchanges need to provide for each of the eight basic movements (or four basic movements in the case of a three-legged interchange), except in the most extreme circumstances. Partial interchanges usually have undesirable operational characteristics. If circumstances exist where a partial interchange is considered appropriate as an interim improvement, then commitments need to be

	Access to special use lanes, transit stations, or park and ride lots that are part of the Interstate System are special cases, and the
	movements requiring access should be determined on a case-by-case basis [23 CFR 655.603(d)].

Policy Point 1:

An operational and safety analysis based on both the current and the planned future traffic projections has concluded that the proposed change in access does not have a significant adverse impact on the safety and operation of the Interstate facility (which includes mainline lanes; existing, new, or modified ramps; and ramp intersections with crossroad). It should also evaluate and conclude that the proposed change in access does not have a significant adverse impact on the safety and operations or on the local street network. The analysis should, particularly in urbanized areas, include at least the first adjacent existing or proposed interchange on either side of the proposed change in access to ensure an appropriate scope of analysis (23 CFR 625). The crossroads and the local street network, to at least the first major intersection on either side of the proposed change in access and other transportation improvements may have on the local street network (23 CFR 625). Requests for a proposed change in access should include a description and assessment of the impacts and ability of the proposed changes to safely and efficiently collect, distribute and accommodate traffic on the Interstate facility, ramps, intersection of ramps with crossroad, and local street network (23 CFR 625 and 655.603(d)). Each request should also include a conceptual plan of the type and location of the signs proposed to support each design alternative (23 U.S.C. 109(d) and 23 CFR 655.603(d)).

	dress quate		Question	Reference Location
Yes	No	N/A		
			Does the report demonstrate that a proper traffic operational analysis was conducted? The analysis should include the applicable basic freeway segments, freeway weaving segments, freeway ramp segments, ramp junctions and crossroad intersections related to the proposed access point and at least the two adjacent interchanges.	
			Does the report include a safety analysis of the mainline, ramps and intersections of the proposed access point and the nearest adjacent interchange (provided they are near enough that it is reasonable to assume there may be impacts)?	
			Has the design traffic volume been validated?	
			Has a conceptual signing plan been provided?	
			Is guidance signing (i.e., way-finding or trail blazing signs) clear and simple?	
			Do the results of the operational analysis result in a significant adverse impact to existing or future conditions?	

Will the proposed change in access result in needed upgrades or improvements to the cross road for a significant distance away from the interchange? If so, have impacts to the local network been disclosed and fully evaluated?"	
Are the cross roads or adjacent surface level roads and intersections affected by the proposed access point analyzed to the extent (length) where impacts caused or affecting the new proposed access point are disclosed/discussed to the appropriate maintaining jurisdiction?	
Are pedestrian and/or bicycle facilities included (as appropriate) and do these facilities provide for reasonable accommodation?	
Does the proposed access secure sufficient Limits of Access adjacent to the Interchange ramps?	AASHTO's "A Policy on Design Standards Interstate System, 2016" Pg. 2
Does the proximity of the nearest crossroad intersections to the ramps contribute to safety or operational problems? Can they be mitigated?	
In addition to HCS, what analysis tools were employed and were they appropriate?	
Has the proposal distinguished between nominal safety (i.e. adherence to design policies and standards) and substantive safety (actual and expected safety performance)?	
Will any individual elements within the recommended alternative be degraded operationally as a result of this action? If yes, are reasons provided to accept them?	
In evaluating whether the proposal has a "significant adverse impact" on safety, has the State Strategic Highway Safety Plan been used as a benchmark?	
Are the proposed interchange design configurations able to satisfactorily accommodate the design year traffic volumes?	
If the project is to be built in stages, has the traffic operational and safety analyses considered the interim stages of the proposal?	

Policy Point 2:

The proposed access will be designed to meet or exceed current standards (23 CFR 625.2(a), 625.4(a)(2) and 655.603(d), connects only to a public road; does not utilize ramps serving rest areas, information centers, or weigh stations; and will provide for all traffic movements. Less than ``full interchanges'' may be considered on a case-by-case basis for applications requiring special access, such as managed lanes (e.g., transit or high occupancy vehicle and high occupancy toll, lanes) or park and ride lots. In rare instances where all basic movements are not provided by the proposed design, the report should include a full-interchange option with a comparison of the operational and safety analysis to the partial-interchange option. The report should describe why a partial interchange is proposed and include the mitigation proposed to compensate for the missing movements, include wayfinding signage, impacts on local intersections, mitigation of driver expectation leading to wrong-way movements on ramps, etc. The report should describe whether future provision of a full interchange is precluded by the proposed design.

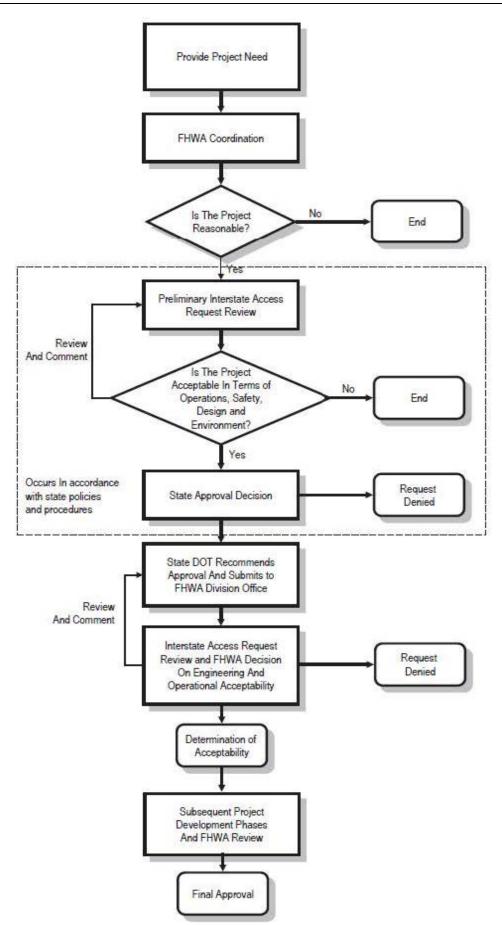
All interchanges need to provide for each of the eight basic movements (or four basic movements in the case of a three-legged interchange), except in the most extreme circumstances. Partial interchanges usually have undesirable operational characteristics. If circumstances exist where a partial interchange is considered appropriate as an interim improvement, then commitments need to be included in the request to accommodate the ultimate design. These commitments may include purchasing the right-of-way required during the interim improvements.

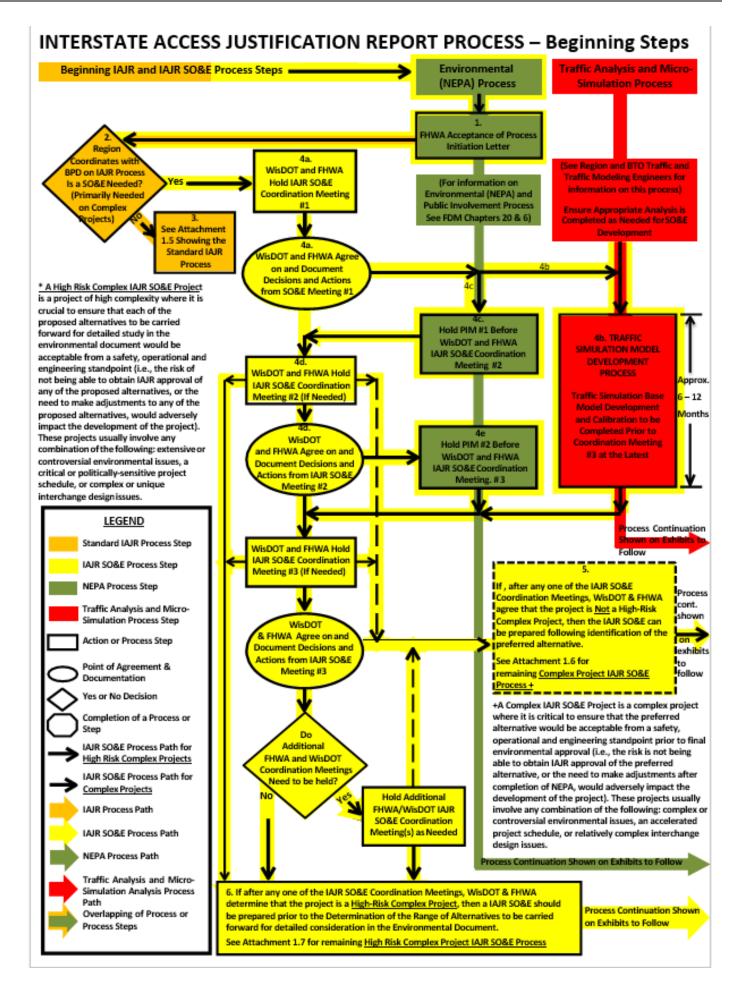
Access to special use lanes, transit stations, or park and ride lots that are part of the Interstate System are special cases, and the movements requiring access should be determined on a case-by-case basis.655.603(d)).

	Addressed Adequately?		Question	Reference Location		
Yes	No	N/A				
			Does the proposed access connect to a public road?			
			Are all traffic movements for the full interchange access provided?			
			If a partial interchange is proposed, is there sufficient justification for providing only a partial interchange?	2018 GDHS Pg. 10-31, 10-98		
			If a partial interchange is proposed; was a full interchange evaluated as an alternative and is there sufficient justification to eliminate or discard it?			
			Is sufficient ROW available (or being acquired) to provide a full interchange at a future date (staged construction)?			
			Are you comfortable with how the missing movements will be accommodated on the surface streets and adjacent interchanges?			
			If not, is the proposed access for special purposes such as transit vehicles, HOV's, and/or a park and ride lot?			

Does FHWA support the selection of design controls/criteria and desired operational goals?	AASHTO's "A Policy on Design Standards Interstate System", 2016
Does the proposed access meet or exceed current design criteria for the Interstate System?	
If not, have anticipated design justifications been identified and reviewed (at least conceptually)?	
If expected design justifications could have significant operational impacts on the Interstate and/or Crossroad system, are mitigation measures described?	
If expected design justifications could have significant safety impacts on the Interstate and/or Crossroad system, are mitigation measures described?	
Will the length of access control along the crossroad provide for acceptable operations and safety? (100-300' is a minimum. Additional access control is strongly encouraged when needed for safety and operational enhancement)	AASHTO "A Policy on Design Standards Interstate System" 2016
Does FHWA support selection of opening and design years?	
Have all design criteria (including but not limited to the following) been adequately addressed?	
a. Sight distance at ramp terminals (Don't overlook signal heads obscured by structures.)	2018 GDHS Pg. 10-81 thru 10-82, 10- 123 thru 10-124
 b. Sufficient storage on ramp to prevent queues from spilling on to the Interstate (based on current and/or future projected traffic demand) 	
c. Vertical clearance	AASHTO "A Policy on Design Standards Interstate System" 2016
d. Pedestrian access through the interchange	2018 GDHS Pg. 10-31, 10-151 thru 10-152
e. Length of accel/decel lanes	2018 GDHS Pg. 10-132 thru 10-134
f. Length of tapers	2018 GDHS Pg. 10-118, 10-128 thru 10-130, 10-140 thru 10-150
g. Spacing between ramps	2018 GDHS Pg. 10-126 thru 10-128, Fig. 10-70 and Fig. 10-71
h. Lane continuity	2018 GDHS Pg. 10-86 thru 10-87

	i. Lane balance	2018 GDHS Pg. 10-87 thru 10-90
	j. Uniformity in interchange design and operational patterns (i.e. right-side ramps, exit design consistent w/adjacent interchanges)	2018 GDHS Pg. 10-82 thru 10-83
	Has each movement of the proposal been "tested" for ease of operation?	2018 GDHS Pg. 10-150 thru 10-151





INTERSTATE ACCESS JUSTIFICATION REPORT (IAJR) PROCESS

Common Beginning Steps

- 1. WisDOT receives Acceptance of Process Initiation Letter from FHWA and begins Environmental (NEPA) Process (For information on Environmental Document (NEPA) Process see <u>FDM Chapter 20</u>)
- 2. WisDOT coordinates with FHWA on Type of IAJR Process to use on project.
- 3. If WisDOT and FHWA agree that a Safety, Operational and Engineering Review (SO&E) is NOT

needed, then complete the Standard IAJR Process. Follow Steps in Attachment 15.5.

- 4. If WisDOT and FHWA determine that an IAJR SO&E needs to be completed, then hold IAJR SO&E Coordination Meetings Between WisDOT and FHWA to Determine Project Complexity, Risk and Level of Design and Traffic Analysis for the Environmental (NEPA) and IAJR SO&E Processes.
 - a. Hold WisDOT and FHWA IAJR SO&E Coordination Meeting #1 and document the agreed to decisions and actions from the meeting.
 - b. Begin Traffic Analyses agreed to at WisDOT and FHWA Coordination Meeting #1. If Traffic Simulation modeling is to be used, then begin Base Model Development and Calibration and have it completed prior to WisDOT & FHWA IAJR SO&E Coordination Meeting #3. (Assume a 6 12 month time period to develop and calibrate the simulation base model leading up to coordination meeting #3).
 - c. Hold Public Involvement Meeting #1 before IAJR SO&E Coordination Meeting #2 (If needed).
 - d. Hold WisDOT and FHWA IAJR SO&E Coordination Meeting #2 (If needed) and document agreed to decisions and actions from the meeting.

Hold a 3rd or as many additional WisDOT and FHWA IAJR SO&E Coordination Meetings as needed until WisDOT and FHWA agree on the IAJR Process (**Standard IAJR, Complex Project SO&E IAJR** or **High Risk Complex Project SO&E IAJR** Process) to be completed for the Project. (If WisDOT and FHWA do not agree on completing a High Risk Complex IAJR SO&E Process, WisDOT can decide to proceed with using the Complex Project IAJR SO&E Process, but in doing so WisDOT will take on more risk by not knowing if FHWA will be able to approve the final IAJR or not).

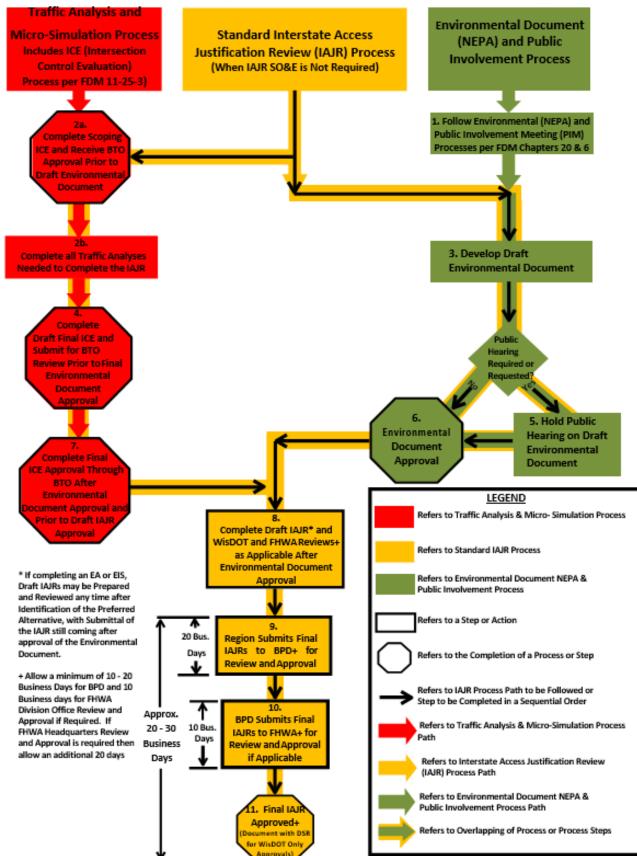
End Coordination Meetings when WisDOT and FHWA agree that no other coordination meetings are needed.

e. Hold Public Involvement Meeting #2 before IAJR SO&E Coordination Meeting #3 (If needed) and as needed prior to any other additional coordination meetings.

- 5. If, after any one of the IAJR SO&E Coordination meetings, WisDOT and FHWA Agree that the Project is NOT A High Risk Complex Project, than Proceed with the IAJR SO&E Process for Complex Projects as shown in <u>Attachment 15.6</u> or Standard IAJR Process as shown in <u>Attachment 15.5</u> based on the IAJR Process agreed to by WisDOT and FHWA.
- 6. If WisDOT and FHWA Agree that Project is a **High Risk Complex Project** after any of the IAJR SO&E Coordination Meetings, than Proceed with the **IAJR SO&E Process for High Risk Complex Projects** as shown in <u>Attachment 15.7</u>.

STANDARD PROJECT IAJR PROCESS

(Assume Approximately 1 - 2 Months to Complete Final IAJR Process After Final Environmental Document is Approved)



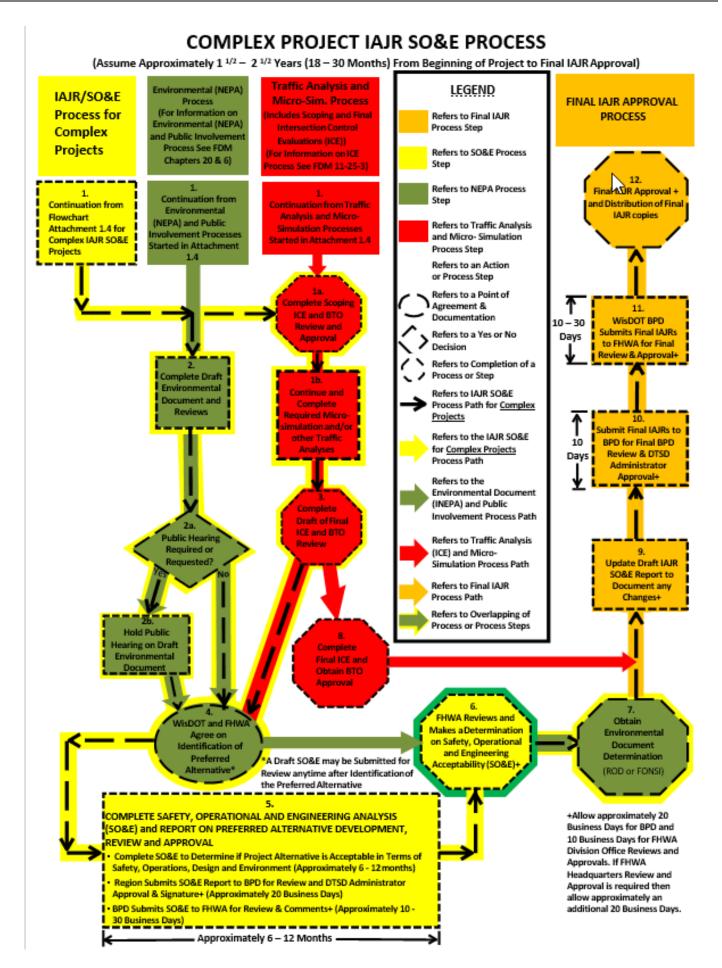
STANDARD PROJECT IAJR PROCESS

1. Follow Environmental (NEPA) and Public Involvement Meeting (PIM) Processes as described in <u>FDM</u> <u>Chapters 20</u> and <u>6</u>.

2a. Complete Scoping Intersection Control Evaluation (ICE) Prior to Draft Environmental Document.

2b. Continue Traffic Analyses Program/Model Development and Calibration as Agreed on by WisDOT and FHWA (If Required) (Micro-simulation, HCS, etc.) to be used for the Project IAJR.

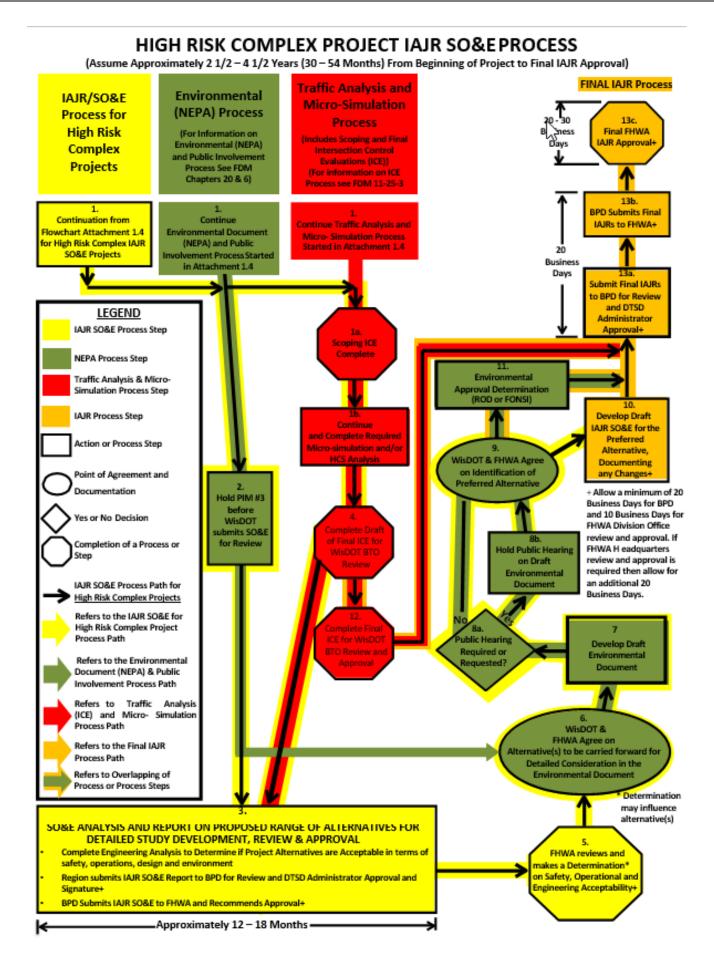
- 3. Develop Draft Final Environmental Document and Submit for WisDOT and FHWA (If Required) Review and Comments.
- 4. Complete Draft of Final ICE and Submit to WisDOT BTO for Review and Approval prior to Final Environmental Document Approval.
- 5. Complete Environmental (NEPA) Process including Public Involvement Meetings (PIM) or Public Hearings (if Required or Requested) as Needed prior to Final Environmental Document Approval.
- 6. Complete Final Environmental Document Approval Process.
- 7. Complete Final ICE after Final Environmental Document Approval and prior to Draft IAJR Report.
- 8. Complete Draft IAJRs and Solicit for WisDOT BPD Review. (Allow a minimum of 20 business days for WisDOT DTSD BPD Review).
- Complete any Revisions to the IAJR based on WisDOT BPD Comments and then send Final IAJR to WisDOT DTSD BPD for Final Review and DTSD Administrator Approval. (Allow 10 business days for Final Review and Approval).
- 10. If Required, WisDOT DTSD BPD will Submit Final Approved IAJR to FHWA for their Review/Approval. (Allow 10 business days for FHWA Division Office Final Review/Approval and, if needed, an additional 20 business days for FHWA Headquarters Review and Approval).
- 11. FHWA will send any Comments and/or Concerns back to BPD within 10 business days or if no response from FHWA Division Office within 10 business days, the IAJR is Automatically Approved. BPD will send either a Final Approved IAJR or a Copy of FHWA Comments and/or Concerns to the Region Office.



COMPLEX PROJECT IAJR SO&E PROCESS

- 1. Continue IAJR PEOR, Environmental Document (NEPA) and Traffic Analysis & Micro-Simulation Processes including:
 - a. Completion of Scoping Intersection Control Evaluations (ICE) including WisDOT BTO review and approval
 - b. Completion of Traffic Analyses and Micro-Simulations base model development and calibration and analysis of alternative(s)
- 2. Completion of Draft Environmental Document and Reviews including:
 - a. Determination if a Public Hearing on the Draft Environmental Document is required or requested
 - b. Hold a Public Hearing if required or requested
- 3. Complete Draft Final ICE and submit to WisDOT BTO for review and comments
- 4. WisDOT and FHWA Agree on Identification of the Selected Alternative
- Develop Safety, Operational and Engineering Review (SO&E) analysis and report on the Selected Alternative and complete WisDOT DTSD BPD review (Assume a 6 – 12 month time-frame to complete, which includes 20 Business Days for DTSD BPD Review and DTSD Administrator Approval)
- Obtain FHWA determination on Safety, Operational and Engineering Acceptability (assume 10 Business Day time period for FHWA Division Office to review and approve and, if required, 20 Business Days for FHWA Headquarters to review and approve
- 7. Obtain Environmental Document Determination (ROD or FONSI)
- 8. Obtain Final Traffic Intersection Control Evaluation (ICE) Approval from WisDOT BTO
- 9. Update Draft IAJR to document any changes based on Final Environmental Document determination
- 10. Submit Final IAJR to WisDOT DTSD BPD for final review and approval (Assume a 20 Business Day time period)

- 11. WisDOT DTSD BPD submits approved Final IAJR to FHWA for final FHWA reviews and approval (Assume a 10 Business Day time period for FHWA Division Office to review and approve and, if required, 20 Business Day time period for FHWA Headquarters to review and approve)
- 12. FHWA sends final approved IAJR copies to WisDOT BPD and WisDOT BPD puts one copy in the WisDOT Central Office files and sends a final approved IAJR copy to WisDOT Region Office



HIGH RISK COMPLEX PROJECT IAJR SO&EPROCESS

- 1. Continue IAJR SO&E, Environmental (NEPA) and Traffic Analyses Processes including:
 - a. Completion of Scoping Intersection Control Evaluations (ICE) and WisDOT BTO review and approval
 - b. Completion of Traffic Analyses and Micro-Simulation base model development and calibration and analysis of alternatives
- 2. Hold Public Information #3 before submitting SO&E for BPD and FHWA review
- 3. Complete Safety, Operations and Engineering Review (SO&E). (Assume 12 18 months to complete SO&E engineering and operational analyses, develop report and complete reviews and approvals)
 - Determine what Alternatives are acceptable in terms of safety, operations, design and environment.
 - Submit SO&E to WisDOT DTSD BPD for review and DTSD Administrator approval (20 Business Days)
 - WisDOT DTSD BPD submits SO&E Report to FHWA for review and approval (10 Business Days for FHWA Division Office and an additional 20 Business Days if FHWA Headquarters Review is required)
- 4. Complete Draft of Final Intersection Control Evaluation (ICE) for WisDOT BTO review and comments during IAJR SO&E process
- 5. FHWA makes a Determination on Safety, Operational and Engineering Acceptability
- 6. WisDOT & FHWA Agree on Alternative(s) to be carried forward for detailed consideration in the Draft Environmental Document
- 7. Develop Draft Environmental Document and submit for WisDOT and FHWA review and comments
- 8. Hold Public Hearing on Draft Environmental Document if required or requested
 - a. Determine if a Public Hearing is required or requested
 - b. If required or requested, hold Public Hearing
- 9. WisDOT & FHWA Agree on Identification of Preferred Alternative
- 10. Develop the Draft IAJR for the Preferred Alternative, documenting any changes since the Determination on Safety, Operational and Engineering Acceptability was provided
- 11. Complete Environmental Determination Approval (ROD or FONSI)
- 12. Complete Final Intersection Control Evaluation (ICE) and submit to WisDOT BTO for final review and approval

- 13. Complete Final IAJR for approval
 - a. Submit IAJR to WisDOT DTSD BPD for final review and DTSD Administrator Approval (Assume 10 Business Days)
 - b. WisDOT DTSD BPD submits Final IAJR to FHWA for final review and approval (10 Business Days for FHWA Division Office and an additional 20 Business Days if FHWA Headquarters Review is required)
 - c. FHWA sends final approved IAJR copies to WisDOT BPD and WisDOT BPD puts one copy in WisDOT Central Office files and sends a final approved IAJR copy to WisDOT Region Office

IH	Design ID	Related ID(s)	Secondary Highway	Title	County	Region	Contact Person			Changes to I-System access WisDOT plans to process between	Approval level	Assess effectiveness of changes to I-System	Verify all changes to I- System processed through PA were evaluated and	Identify any areas where improvement is needed and what measures WisDOT is taking to implement those	Comments
			No.		,							(provide brief description)		measures (provide brief	
							Name	Email	Phone	(provide brief description)				description or indicate none)	
						NCR									
						NER					FHWA - Wisconsin				
						NWR					FHWA - Washington DC				
						SER									
						SWR									

Secondary Highway	Title	County	Region	Contact Person			Changes to I-System access WisDOT plans to process betwe	en Approval level	Assess effectiveness of changes to I-System	Verify all changes to I- System processed through PA were evaluated and	Identify any areas where improvement is needed and what measures WisDOT is taking to implement those	Comments
No.		county	negron	Name	Email	Phone	January 1 and December 31, 20 (provide brief description)		(provide brief description)	processed consistent with terms of PA (yes, no, other (describe))	measures (provide brief description or indicate none)	comments
WIS 37	Illinois State Line – Milv CTH ZZZ to Badger Coun	Badger	SER	Kerry Jones	kerry.iones@dot.wi.go	2 414.555.1212	Addition of right turn lanes o both exit ramps at the I-99/WIS interchange		Addition of right turn lanes on exit ramps will reduce backups on ramps and should reduce rear end collisions		There was a delay caused when region planning and PDS staff each assumed the other was taking the lead in preparing IAIR. Planning chief to take lead in clarifying roles and responsibilities between all region staff involved, distribute to all region staff, and post in SEF folder	
		NCR										
		NER						FHWA - Wisconsin FHWA - Washington DC				
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PROGRAMMATIC AGREEMENT BETWEEN THE FEDERAL HIGHWAY ADMINISTRATION WISCONSIN DIVISION AND THE WISCONSIN STATE DEPARTMENT OF TRANSPORTATION REGARDING THE REVIEW AND APPROVAL OF SPECIFIC TYPES OF CHANGES IN INTERSTATE-SYSTEM ACCESS

THIS PROGRAMMATIC AGREEMENT ("PA"), made and entered into on August 16, 2021, by and between the FEDERAL HIGHWAY ADMINISTRATION, UNITED STATES DEPARTMENT OF TRANSPORTATION ("FHWA") and the STATE of WISCONSIN, acting by and through its DEPARTMENT OF TRANSPORTATION ("State"), hereby provides as follows:

WITNESSETH:

Whereas, 23 U.S.C. 111(a) provides that all agreements between the Secretary of U.S. Department of Transportation and the State transportation department for the construction of projects on the Interstate System (hereafter I-System) must contain a clause providing that the State will not add any points of access to, or exit from, the project in addition to those approved by the Secretary in the plans for such project, without the prior approval of the Secretary; and

Whereas, the Secretary has delegated the responsibility for approving additions and/or modifications of access to, or exit from, the I-System to the FHWA Administrator through 49 CFR 1.85(a)(1) and the FHWA Administrator has delegated specific actions of this responsibility to FHWA Division Administrators through the <u>FHWA Delegations and Organization Manual</u>; and

Whereas, FHWA's current policy <u>Access to the Interstate System</u>, which describes the justification and documentation that is necessary to substantiate a proposed change in access to the I-System, was recently established by a memorandum, "Changes to FHWA's Policy on Access to the Interstate System" dated May 22, 2017; and

Whereas, FHWA's <u>Interstate System Access Informational Guide</u> describes FHWA's procedures for processing I-System access requests; and

Whereas, section 1318(d) of the <u>Moving Ahead for Progress in the 21st Century Act</u> (MAP-21) and 23 U.S.C. 111(e) provide the Secretary with the authority to enter into programmatic agreements with the States that establish efficient administrative procedures for carrying out required project reviews; and

Whereas, FHWA may establish procedures to expeditiously and efficiently process and approve I-System access requests where States compile, review, and process information related to I-System access changes; and

Whereas, the Wisconsin Department of Transportation (WisDOT) has agreed to

enter into an agreement with FHWA to process approvals for specific types of changes in I-System access; and

Whereas, the WisDOT has agreed to conduct the necessary review and assessment of the justification and documentation (access report) substantiating the proposed change in access, and based on this assessment, make a determination whether the proposal meets requirements set forth in this agreement for approval; and

Whereas, FHWA remains legally responsible for the approval of all changes in I-System access; and

Whereas, I-System access changes also require compliance with transportation planning, air quality conformity, congestion management, and the National Environmental Policy Act (NEPA), which are addressed as processes outside this agreement;

Now, therefore, the FHWA and WisDOT enter into this Programmatic Agreement (Agreement) for the processing of specific types of changes in I-System access subject to the following terms and conditions:

SECTION I. CHANGES IN I-SYSTEM ACCESS THAT THE STATE MAY REVIEW AND PROVIDE SAFETY, OPERATIONAL AND ENGINEERING ACCEPTABILITY DETERMINATION AND MAY RECEIVE EXPEDITED FHWA APPROVAL

- A. This Agreement allows WisDOT to conduct the necessary review and assessment of the justification and documentation substantiating certain proposed changes in I-System access, make a determination on the safety, operational and engineering (SO&E) acceptability of proposed changes, and request expedited FHWA approval. FHWA's lack of objections to the WisDOT's determination within the time periods established in Section II.B would constitute FHWA's concurrence and the approval required under 23 U.S.C. 111(a). This Agreement does not delegate FHWA's approval responsibility under 23 U.S.C. 111(a) or FHWA's responsibilities under environmental or other Federal laws. This Agreement applies to all proposed I-System access requests covered by Section I.B., including privately funded actions.
- B. WisDOT will limit its processing and determinations of I-System change of access requests under this Agreement to:
 - 1. New freeway-to-crossroad (service) interchanges;
 - 2. Modifications to existing freeway-to-crossroad (service) interchanges; and
 - 3. Completion of basic movements at existing partial interchanges.
- C. This agreement does not include:
 - 1. New or modified freeway-to-freeway (system) interchanges;
 - 2. New interchanges or ramps to provide intermittent access during special events;
 - 3. New partial interchanges; and

 Closure of individual access points that result in partial interchanges or closure of entire interchanges.

SECTION II. PROCESSING REQUIREMENTS FOR I-SYSTEM ACCESS REQUESTS

- A. WisDOT will justify and document the information that substantiates changes in I-System access in the form of an access report. The WisDOT will then use this justification and documentation as a basis for a determination of SO&E acceptability. A determination of SO&E acceptability may only be given by WisDOT upon verification that the justification and documentation successfully addresses FHWA's Policy memorandum, "Changes to FHWA's Policy on Access to the Interstate System" dated May 22, 2017 (hereinafter "Policy"). The Policy contains the following two points:
 - 1. An operational and safety analysis based on both the current and the planned future traffic projections has concluded that the proposed change in access does not have a significant adverse impact on the safety and operation of the Interstate facility (which includes mainline lanes; existing, new, or modified ramps; and ramp intersections with crossroad). It should also evaluate and conclude that the proposed change in access does not have a significant adverse impact on the safety and operations of the local street network. The analysis should, particularly in urbanized areas, include at least the first adjacent existing or proposed interchange on either side of the proposed change in access to ensure an appropriate scope of analysis (23 CFR part 625). The crossroads and the local street network, to at least the first major intersection on either side of the proposed change in access, should be included in this analysis to the extent necessary to fully evaluate the safety and operational impacts that the proposed change in access and other transportation improvements may have on the local street network (23 CFR part 625). Requests for a proposed change in access should include a description and assessment of the impacts and ability of the proposed changes to safely and efficiently collect, distribute, and accommodate traffic on the Interstate facility, ramps, intersection of ramps with crossroad, and local street network (23 CFR part 625 and 655.603(d)). Each request should also include a conceptual plan of the type and location of the signs proposed to support each design alternative (23 U.S.C. 109(d) and 23 CFR 655.603(d)).
 - 2. The proposed access will be designed to meet or exceed current standards (23 CFR 625.2(a), 625.4(a)(2), and 655.603(d)); connects only to a public road; does not utilize ramps serving rest areas, information centers, or weigh stations; and will provide for all traffic movements. Less than "full interchanges" may be considered on a case-by-case basis for applications requiring special access, such as managed lanes (e.g., transit or high occupancy vehicle and high occupancy toll lanes) or park and ride lots. In rare instances where all basic movements are not provided by the proposed design, the report should include a full-interchange option with a comparison of the operational and safety analyses to the partial-interchange option. The report should describe why a partial interchange is proposed and include the mitigation proposed to compensate for the missing movements, including wayfinding signage, impacts on local intersections, mitigation of driver expectation leading to wrong-way movements on ramps, etc. The report should describe whether future provision of a full interchange is

precluded by the proposed design.

- B. FHWA's expedited final approval of the new or modified access may proceed according to either a one-step or two step process:
 - One-step Process: Upon completion of the NEPA process and FHWA approval of the Record of Decision (ROD), Finding of No Significant Impact (FONSI) or Categorical Exclusion (CE) determination and completion of planning requirements, the WisDOT submits its determination of SO&E acceptability (Section II(A)) to the FHWA Division Office for expedited approval. WisDOT will allow the FHWA Division Office 10 business days (or as agreed upon by the Division and DOT) to object to the determination. The FHWA Division Office's lack of objections to the WisDOT's determination within this period will constitute FHWA's concurrence and the approval required under 23 U.S.C. 111(a).
 - 2. Two-step Process: WisDOT submits its determination of SO&E acceptability (Section II(A)) to the FHWA Division Office for expedited review before the completion of the NEPA process and FHWA approval of the ROD, FONSI, or CE determination and completion of planning requirements. The FHWA Division Office will provide objections by official correspondence within 10 business days (or as agreed upon by the Division and DOT). The FHWA Division Office's lack of objections to the WisDOT's determination within this period will constitute FHWA's conditional concurrence with SO&E acceptability determination subject to the completion of NEPA.

Upon completion of the NEPA process and FHWA approval of the ROD, FONSI, or CE determination and the completion of planning requirements, the WisDOT will submit to the FHWA Division Office summary information concerning the access request, and provide the decision dates for the SO&E and NEPA determinations with documentation demonstrating that the alternative covered by the favorable SO&E determination is of the same scope and design as the alternative selected and approved in the NEPA decision. The WisDOT will allow 10 business days (or as agreed upon by the Division and DOT) for FHWA Division objections to the request for final approval of the access modification. The FHWA Division Office's lack of objections to the WisDOT's determination within this period will constitute FHWA's full concurrence and the approval required under 23 U.S.C. 111(a).

- C. Only the WisDOT Division of Transportation System Development (DTSD) Administrator has the authority to make a determination on the SO&E acceptability of a proposed access modification in accordance with the Policy.
 - In the event the DTSD Administrator is not available, the DTSD Deputy Administrator – Statewide Bureaus has the authority to make the SO&E acceptability determination.
- D. WisDOT may create and rely on electronic means to make available the notifications to the FHWA Division Office.
- E. The notification of the WisDOT's review and determination for each request for change in I-System access, whether electronic or written, will include:

- 1. the location and type of change in I-System access;
- the location where information substantiating acceptability of the proposed change in I-System access may be accessed;
- a verification that the required analysis, review and actions taken in considering and processing the modification comply with this agreement and the FHWA's Policy on Access to the Interstate System; and
- 4. the acceptability determination by the WisDOT DTSD Administrator.

SECTION III. EXCLUSIONS TO ACTIONS PROCESSED UNDER THIS AGREEMENT SITUATIONS REQUIRING FHWA ACCESS REVIEW AND APPROVAL PROCESS

- A. In special situations as determined by FHWA, FHWA may exempt a request for a change in I-System access from this programmatic agreement. In such situations FHWA will make the SO&E acceptability determination and provide the approval decision through the normal process.
- B. Examples of circumstances or conditions that FHWA considers when determining whether to exempt a project under Section III.A include:
 - Projects where FHWA has objected to the state determination under Section II.B unless the issues are otherwise resolved;
 - 2. Issues relating to National policy;
 - 3. Complex engineering issues;
 - 4. Public controversy over potential impacts of the access modification; or
 - Projects not identified under Section IV.F.1.b unless prior written approval has been requested by the WisDOT DTSD Bureau of Project Development (BPD) and agreed to by the FHWA Wisconsin Division

SECTION IV. STATE PERFORMANCE REQUIREMENTS

- A. Processing I-System access changes under this Agreement: identification, record keeping, and review of effects. For projects that WisDOT determines meet the criteria specified in Section I of this Agreement, WisDOT will:
 - Document its determination that a project meets SO&E acceptability as specified in Section II(A).
 - Include in the SO&E acceptability documentation the following certification: "WisDOT has determined that this type of I-System access does not have the

potential to adversely impact the safety and performance of the Interstate System."

- Document compliance with the transportation planning, air quality conformity, environmental review requirements specified below:
 - a. Compliance with NEPA should include the NEPA class of Action determination and the date of the approval for the ROD, FONSI, or CE determination.
 - b. Consistency with local and regional land use and transportation plans; included in an adopted Statewide or Metropolital Transportation Plan and in the adopted Statewide or Metropolitan Transportation Improvement Program (STIP or TIP); and meeting transportation conformity requirements of 40 CFR parts 51 and 93.
- 4. The WisDOT DTSD Administrator acceptability determination specified in Section II(C) including signature, printed name, title, and date of the determination.
- B. WisDOT will maintain electronic and/or paper project records and records pertaining to WisDOT administration of its review and acceptability determination process for individual requests for I-System access change. WisDOT will provide FHWA with copies of any project records FHWA may request. WisDOT will retain those records for a period of no less than three (3) years after completion of project construction. This 3-year retention provision does not relieve WisDOT of its project or program recordkeeping responsibilities under 2 CFR 200.333 or any other applicable laws, regulations, or policies.
- C. Non-transferability. WisDOT may not transfer or assign any of the responsibilities administratively delegated to WisDOT under this Agreement. WisDOT may utilize contractors and others to assist WisDOT in carrying out its responsibilities.

D. Required resources, qualifications, expertise, standards, and training.

- WisDOT will maintain adequate organizational and staff capability and expertise to effectively carry out the provisions of this Agreement. This includes, without limitation:
 - a. Using appropriate technical and managerial expertise to perform the functions set forth under this Agreement.
 - b. Devoting adequate financial and staff resources to carry out the review and processing of projects under this Agreement.
- The State may procure through consultant services some or all of the engineering, environmental, and other technical expertise needed to carry out its processing and certifications under this Agreement.

E. State Quality Control

 WisDOT agrees to carry out regular quality control activities to ensure that the subject review, analysis, processing, and determination complies with the agreed to WisDOT policies, procedures, and this programmatic agreement.

- At a minimum, WisDOT will monitor its processes relating to SO&E acceptability
 and all documentation specified in Section IV(a), and check for errors and
 omissions. WisDOT will take corrective actions as needed. WsDOT will document its
 quality control activities and any needed corrective actions taken.
- If WisDOT implements training to meet the capability requirements of this Agreement or as a corrective action, FHWA and WisDOT will cooperate to bring training courses, from time to time, to WisDOT Offices.
- F. State monitoring and reporting on its performance of the Agreement. FHWA and WisDOT will cooperate in monitoring performance under this agreement and each party shall modify its practices as needed to assure quality performance by WisDOT and the FHWA.
 - WisDOT will submit to FHWA (electronically) a report summarizing its performance under this Agreement annually from the effective date of this Agreement. The report will:
 - a. summarize the results of all of the changes in access to the I-System that were processed and approved in the past year under the terms of this agreement;
 - b. summarize the changes in access WisDOT plans to process in the coming year;
 - c. assess the effectiveness and verify that all changes in access to the I-System processed through this agreement were evaluated and processed in a manner consistent with the terms of this agreement; and
 - d. identify any areas where improvement is needed and what measures WisDOT is taking to implement those measures. The report will include actions taken by WisDOT as part of its quality control efforts under Section IV(E).
 - If requested by either party, FHWA and WisDOT will schedule a follow-up meeting at which the parties will discuss the report, WisDOT's performance of this Agreement, and the FHWA's monitoring activities.

SECTION V. FHWA OVERSIGHT ACTIVITIES

Monitoring by FHWA and WisDOT will include consideration of the technical competency and organizational capacity of WisDOT, as well as WisDOT's performance of its functions, including the State's assessment of a proposed change to the I-Systems SO&E acceptability. Performance considerations will include, without limitation, the quality and consistency of WisDOT's access change determinations, adequacy and capability of the resources applied by WisDOT, and the quality and consistency of WisDOT's administration of its processing of access change requests under this agreement.

- A. At a minimum, the FHWA Division Office will review documentation for access change request determinations under this Agreement as part of its oversight activities, for each 12 month period. The results of that review will be considered at the time this Agreement is considered for renewal.
- B. The FHWA Division Office will review WisDOT's report on I-System access changes processed in the previous year for consistency and adherence to Agreement requirements. The FHWA Division Office also will discuss with WisDOT, as appropriate, the changes in I-

System access the State identifies as planned for the coming year.

- C. The FHWA Division Office will submit the verified report to the FHWA Office of Infrastructure. The Office of Infrastructure will compile and promote the results and successful practices that are identified in the report.
- D. Nothing in this Agreement shall prevent FHWA from undertaking other monitoring or oversight actions, including audits, with respect to WisDOT's performance under this Agreement. The FHWA, at its sole discretion, may require WisDOT to perform such other quality assurance activities, including other types of monitoring, as may be reasonably required to ensure compliance with applicable Federal laws and regulations.
- E. This agreement does not supersede processes established for projects of Focused Federal Oversight. WisDOT agrees to cooperate with FHWA in all oversight and quality assurance activities.

SECTION VI. DISPUTE RESOLUTION

- A. The FHWA Division Office and WisDOT will attempt to resolve conflicts and disputes regarding the terms of this Agreement or its implementation at the staff level whenever possible. Conflicts and disputes that cannot be resolved will be elevated progressively to the FHWA Division Administrator, FHWA Associate Administrator for Infrastructure, and FHWA Administrator until resolved. The FHWA Administrator will be the final authority over disputes arising out of this Agreement.
- B. The FHWA Office of Chief Counsel and the WisDOT legal counsel will be involved in all disputes arising out of the interpretation of the terms of this Agreement or disputes that involve legal implications.

SECTION VII. TERM, RENEWAL, AND TERMINATION

- A. This Agreement will have a term of five (5) years, beginning on the date of the last signature. WisDOT will maintain an executed copy of this Agreement and make it available to the public.
- B. This Agreement is renewable for additional terms of five (5) years each if WisDOT requests renewal and the FHWA determines that WisDOT has satisfactorily carried out the provisions of this Agreement. In considering any renewal of this Agreement, the FHWA will evaluate the effectiveness of the Agreement and its overall impact on the change in I-System access report review and approval process.
- C. At least six (6) months prior to the end of each five year term, WisDOT and the FHWA will meet to discuss the results under the Agreement and consider amendments to this Agreement. This meeting may be combined with a meeting to discuss performance under the monitoring provisions in Section V of this Agreement.

- D. With written concurrence from both parties the terms of this agreement may be continued an additional 6 months until such time as this Agreement is renewed or an amendment or new agreement can be developed.
- E. Either party may terminate this Agreement at any time by giving at least 30 days notice to the other party.

SECTION VIII. AMENDMENTS AND ADMINISTRATIVE MODIFICATIONS

- A. Either party to this Agreement may request that it be amended or administratively modified to reflect non-substantive changes, whereupon the parties will consult to consider such an amendment.
- B. If the parties agree to amend this Agreement, then the FHWA and the WisDOT may execute an amendment with new signatures and dates of the signatures. The term of the Agreement will remain unchanged unless otherwise expressly stated in the amended Agreement.

SIGNATURES

Execution of this Agreement and implementation of its terms by both parties provides evidence that both parties have reviewed this Agreement and agree to the terms and conditions for its implementation. This Agreement is effective upon the date of the last signature below.

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Division Administrator Federal Highway Administration

Date: September 28, 2021

Craig M. Thompson Secretary Wisconsin Department of Transportation

Date: August 16, 2021