

**SECTION 7**  
**COMMENTS AND COORDINATION**

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The Comments and Coordination section summarizes public involvement, coordination with agencies (including local, state, and Native American tribal governments) and comments received during the development of the 2018 Limited Scope Supplemental Environmental Impact Statement (LS SEIS).

Yellow highlight signifies updates since the May 2018 Limited Scope Supplemental Draft Environmental Impact Statement (LS SDEIS). Minor changes to grammar, punctuation, and usage are not highlighted. Highlighting of figure and table titles signifies updated or new information.

## 7.0 INTRODUCTION

Because this is a limited scope supplemental environmental document, scoping is not required according to 23 CFR 771.130(d). While scoping is not required, WisDOT and FHWA have coordinated with local, state, and federal agencies as well as the public in the preparation of this LS SEIS.

This section discusses community involvement and coordination with state and federal regulatory agencies and Native American tribes during the development and evaluation of alternatives for WIS 23. The public involvement process is in compliance with 23 Code of Federal Regulations (CFR) 771.111 and the Wisconsin Department of Transportation (WisDOT) Facilities Development Manual Chapter 6, Public Involvement. The process is also in accordance with Executive Order 12898 on EJ, calling for WisDOT/FHWA to provide meaningful opportunities for low-income and minority populations to provide input in identifying potential impacts, alternatives, and mitigation measures. The next subsections summarize the project public involvement including project meetings, public involvement approaches, and public comments received at the meetings, as well as agency coordination. Summaries and responses for the public and agency comments received during the comment periods for the 2004 DEIS, 2009 SDEIS, 2010 FEIS, 2013 LS SDEIS, and 2014 LS SFEIS are located in the 2014 LS SFEIS document.

Summaries and responses for the public and agency comments received during the comment period for this document are provided at the end of this section.

## 7.1 PROJECT MEETINGS

The WIS 23 project has had numerous meetings since it was initiated in 2003. They have included local official meetings, advisory committee meetings, meetings with special entities, public involvement meetings, and hearings. Table 7.1-1 provides a listing of the key project meetings.

**Table 7.1-1 Key Project Meetings**

Date	Entity	Summary
7/2/02	Agencies	Agency scoping–Purpose and Need
12/10/03	Agencies	Discussion on EIS
12/18/03	Agencies	Scoping, Purpose and Need and Range of Alternatives
1/05/05	Agencies and Public	DEIS Public Hearing
4/21/05	Agencies	WIS 23 Agency Scoping Meeting for Preferred Corridor Concurrence
3/8/05	Agencies	Project coordination
4/21/05	Agencies	Preferred Corridor concurrence
3/13/06	Agencies	IAT crossing
11/5/07	Agencies	US 151/WIS 23 connection alternatives
8/24/09	Advisory Council for Historic Preservation (ACHP) and State Historic Preservation Office (SHPO)	Signed MOA for archaeological and historic resources
12/23/09	WisDOT and FHWA	Signed Reevaluation formally documenting decision to produce 2009 SDEIS
2/24/10	Agencies and Public	2009 SDEIS Public Hearing
8/28/13	Agencies and Public	2013 LS SDEIS Public Hearing

**Table 7.1-1 Key Project Meetings**

Date	Entity	Summary
10/10/17	Agencies	Meeting to discuss the project, schedule, and Range of Alternatives <b>Carried Forward for Detailed Study.</b> <b>Confirmed purpose and need has not changed from previous documents.</b>
10/12/17	Local Officials	Meeting to discuss the project, schedule, and Range of Alternatives <b>Carried Forward for Detailed Study.</b>
10/12/17	Public Involvement Meeting	Meeting to discuss the project, schedule, and Range of Alternatives <b>Carried Forward for Detailed Study.</b>
10/24/17	Indirect and Cumulative Effects Workshop	Indirect and Cumulative Effects Workshop with local officials.
6/19/18	Public and Agencies	2018 LS SDEIS Public Hearing
7/19/18	Agencies	Conference call discussion about the 2018 LS SDEIS and Range of Alternatives <b>Carried Forward for Detailed Study.</b>
8/16/18	Agencies	Conference call discussion about the 2018 LS SDEIS preferred alternative.

## 7.2 PUBLIC INVOLVEMENT

Various approaches were used to engage the public throughout the planning process for this project. The following paragraphs describe the main methods used since the 2014 LS SFEIS.

### A. Newsletters

A newsletter was mailed in September 2017 to property owners along the corridor, as well as federal, state, and local officials, **and Native American tribes**. The newsletter provided notification of the upcoming public meeting on October 12, 2017.

**A newsletter was mailed June 5, 2018 to property owners along the corridor, as well as federal, state, and local officials, and Native American tribes. The newsletter provided notification of the upcoming public hearing on June 19, 2018 and the availability of the 2018 LS SDEIS.**

### B. Public Information Web Site

WisDOT created a public information website to provide an additional source of information to the public. The site became available to the public on February 5, 2003 with interim updates and a period of time when the website was removed. An updated site became available in 2017. The website contains EIS study information, updates, study area maps, alternatives being studied, and a list of contacts. The website address is: <http://wisconsindot.gov/Pages/projects/by-region/ne/wis23exp/default.aspx>

### C. Public Involvement Meeting October 12, 2017

A public meeting was announced by media releases and by a newsletter of invitation to property owners and local officials along the corridor. The public meeting was held in a handicapped-accessible building and opportunities to request an interpreter/signer were given. The public meeting was held in an open format that allowed one-to-one- interaction with property owners and interested parties. **The public meeting included a brief presentation and displays which described the reasons why FHWA and WisDOT were preparing a new LS SEIS and the goals of the document, the project purpose and need, Range of Alternatives Carried Forward for Detailed Study, and how WisDOT develops and uses traffic forecasts. A proposed project schedule was also on display. Handouts summarizing this information were provided and comment sheets were available for written comments. After the meeting, all of the information provided was posted on WisDOT's website at the following address <https://wisconsindot.gov/Pages/projects/by-region/ne/wis23exp/pi.aspx>.**

### Summary of Public Comments

The following summary are comments received at the public involvement meeting and during the comment period, which went from October 12, 2017 to November 12, 2017.

- Over 700 comments were received during the comment period.
- Approximately 615 residents supported a 4-lane On-alignment Alternative.
- Approximately 24 residents supported a Passing Lane Alternative.
- Approximately 14 supported either a 4-lane On-alignment Alternative or a Passing Lane Alternative.
- Approximately 408 residents used the comment form to mention that WIS 23 is dangerous.
- Approximately 104 residents used the comment form to mention that WIS 23 is dangerous because of trucks/farm equipment and slow-moving traffic.
- Approximately 90 residents used the comment form to mention that WIS 23 is dangerous because of bad drivers and illegal maneuvers.
- Approximately 37 residents used the comment form to mention that WIS 23 is dangerous because of the curves, few passing opportunities, and steep grades.
- Approximately 52 residents commented they take other routes or avoid WIS 23 altogether (many others stated that people they know avoid WIS 23).
- Approximately 63 residents used the comment form to mention that improvements to WIS 23 would help economic development.
- Approximately 32 residents request that the Old Plank Road Trail allow snowmobiles.

#### **D. Public Hearing June 19, 2018**

A hybrid-style public hearing was held on June 19, 2018 for the WIS 23 improvements in Fond du Lac and Sheboygan counties. The public hearing was held at UW Fond du Lac from 6 to 8 P.M. Legal notices were published four times in the Fond du Lac Reporter and the Sheboygan Press. The hearing provided the opportunity to testify both in a public forum setting as well as in private. All written comments needed to be postmarked no later than July 31, 2018. A total of 358 people attended, not including FHWA and WisDOT study team members. A formal presentation and displays at the hearing described the following: the 2018 LS SDEIS and the goals of the document; how to provide verbal or written testimony about the document; the project purpose and need; Range of Alternatives Carried Forward for Detailed Study; corridor preservation; an alternative comparison chart; how WisDOT develops and uses traffic forecasts; the Preferred Alternative; and the project schedule. A Hearing Handout Packet summarizing this information was provided. Court reporters were available to take verbal testimony in public and in private. After the hearing, all of the information provided was posted on WisDOT's website at the following address <https://wisconsin.gov/Pages/projects/by-region/ne/wis23exp/pi.aspx>. All comments received during the public hearing and the 2018 LS SDEIS comment period (June 1 to July 31, 2018) are summarized and responded to in Table 7.5-1.

### **7.3 LOCAL, STATE, AND NATIVE AMERICAN TRIBAL GOVERNMENT COORDINATION**

WisDOT received letters from several local governments, state elected officials, and Native American tribes. Letters received before the publication of the 2014 LS SFEIS are included in Appendix D of the 2004 DEIS, Appendix D of the 2010 FEIS, and Appendix D of the 2014 LS SFEIS. Letters received after the 2014 LS SFEIS are provided in Appendix C in this document. For a summary of Native American tribal government coordination, see Section 4.7 B-6.

Coordination with government officials occurred throughout the project. During the development of this document, coordination took place with the following local jurisdictions, regional planning commissions, and state elected officials:

- Sheboygan County Highway Department
- Sheboygan County Planning Department
- Sheboygan County Administrator
- Sheboygan County Board
- Sheboygan County Clerk
- Fond du Lac County Highway Department
- Fond du Lac County Planning Department
- Fond du lac County Land and Water Conservation Department
- Fond du Lac County Executive
- Fond du Lac County Board
- Fond du Lac County Clerk
- City of Plymouth
- City of Fond du Lac
- City of Sheboygan\*
- City of Sheboygan Falls\*
- Town of Plymouth
- Town of Forest
- Town of Greenbush
- Town of Empire
- Town of Taycheedah
- Town of Marshfield
- Town of Fond du Lac
- Village of Glenbeulah
- Village of Mt Calvary
- Village of St Cloud
- Bay-Lake Regional Planning Commission
- East Central Wisconsin Regional Planning Commission
- Senator Dan Feyen
- Representative Jeremy Thiesfeldt
- Senator Duey Stroebel
- Representative Jesse Kremer
- Senator Devin LeMahieu
- Representative Tyler Vorpapel
- Senator Jerry Petrowski
- Representative John Spiros
- Governor Scott Walker

\* Community is outside the project area but provided a letter or resolution in support of improvements and will be sent a copy of the LS SFEIS/ROD.

Officials attended public meetings and were also in contact with the project staff about their concerns and recommendations and helped WisDOT understand their community's dynamics for the environmental document. In October 2017, an additional local officials' meeting was held to obtain input for this LS SEIS. Local officials also participated in information gathering to assist the indirect and cumulative effects analysis. These meetings are summarized below.

A. Local Officials Meetings

1. Local Officials Meeting of October 12, 2017–city of Fond du Lac

This meeting discussed the status of the WIS 23 Study and next steps. The meeting reviewed the timeline of events and the proposed schedule. The Purpose and Need presented in the previous 2014 LS SFEIS and Alternatives were reviewed. Information related to project needs was updated after this meeting. WisDOT reviewed previous alternatives and asked if additional alternatives should be reviewed. The meeting allowed the public officials to preview and discuss displays and information for the upcoming public involvement meeting.

2. Indirect and Cumulative Effects Meeting of October 24, 2017–city of Fond du Lac

The analysis for indirect and cumulative effects included a panel workshop on October 24, 2017. The expert panel consisted of local and regional land use and transportation planners, economic development professionals, and agricultural, natural, and cultural resource experts. (The initial indirect and cumulative effects workshop was held on January 17, 2012 for the 2013 LS SDEIS and 2014 LS SFEIS.)

B. Local, State, and Native American Tribal Government Correspondence

Table 7.3-1 summarizes correspondence from local, state, and Native American Tribal governments received since the Notice of Intent to Prepare a LS SEIS was published on August 29, 2017. Table 7.3-2 summarizes the comments received during the 2018 LS SDEIS comment period and includes a response (in italics), following each comment. Appendix C contains a copy of the correspondence and the project team responses.

**Table 7.3-1 Recent Local, State, and Native American Tribal Government Correspondence**

<b>Entity</b>	<b>Correspondence Summary</b>
<b>Sheboygan County</b> October 24, 2017	Resolution No. 15 (2017/2018): The Sheboygan County Board of Supervisors supports all state and federal efforts to improve State Highway 23 and encourages all necessary studies, including a new LS SEIS that will address the issues raised in the US District Court decision, to be completed promptly and accurately so that the needed construction of WIS 23 can be commenced and completed.
<b>City of Sheboygan (Director of Planning &amp; Development)</b> October 27, 2017	Expansion of the WIS 23 corridor from Sheboygan to Fond du Lac is extremely important for the vitality and economic growth of the Sheboygan and region. Supports the efforts to expand WIS 23 both for the quality of life for our residents and the economic vitality of the community.
<b>City of Plymouth</b> October 31, 2017	Resolution No. 25 of 2017: It is the opinion of the city of Plymouth that the 4-lane divided highway project would improve safety and operational capacity. Therefore, be it resolved, that the city of Plymouth Common Council, supports and recommends the WIS 23 4-lane expansion from US 151 to County P.
<b>City of Sheboygan Falls</b> November 1, 2017	Resolution No. 10 (2017, 2018): The Sheboygan Falls City Council supports all state and federal efforts to improve State Highway 23 and encourages all necessary studies, including a new LS SEIS that will address the issues raised in the US District Court decision, to be completed promptly and accurately so that the needed construction of WIS 23 can be commenced and completed.

**Table 7.3-1 Recent Local, State, and Native American Tribal Government Correspondence**

<b>Entity</b>	<b>Correspondence Summary</b>
<b>Fond du Lac County</b> November 7, 2017	Resolution No. 58-17: The Fond du Lac County Board of Supervisors continues to support WisDOT's proposed construction of a 4-lane facility and opposes anything less than a 4-lane facility from Plymouth to Fond du lac to significantly improve safety, advance economic growth, and support efficient travel throughout the state and requests that WisDOT continues full effort with getting this project back on line for immediate construction.
<b>Fond du Lac County (County Highway Commission)</b> November 9, 2017	Fully reconstructing the corridor to a four-lane facility will allow safe passage of vehicles. The slotted left turn lanes, removal of lesser traveled at-grade intersections, and construction of full interchanges will reduce the conflict points and provide for safer overall travel movements. The construction of the bike path (Old Plank Road Trail) will connect the existing Sheboygan facility with Fond du Lac and eliminate any on road bike and pedestrian conflicts.
<b>Fond du Lac County (Office of the County Executive)</b> November 10, 2017	I strongly request that the DOT and those who make the policy decisions in this state, move forward with the four-lane expansion as soon as it can be done. Delays will be costly to the people who use the road and to the businesses and communities that are supported by the highway.
<b>Town of Marshfield</b> November 13, 2017	Resolution No 2017-05: Safety is a critical factor in the scope of this project and by widening the existing 2-lane highway to a 4-lane highway, safety would improve. The Town Board of Marshfield supports and endorses this resolution for the purpose of expediting and completing the Wisconsin Highway 23 project in Sheboygan and Fond du Lac counties.
<b>Forest County Potawatomi Community</b> November 22, 2017	Requests a copy of any related documentation including the draft MOA, archaeological report, and SHPO commentary on the project.
<b>Three Wisconsin Legislators</b> June 19, 2018	On behalf of our many constituents that regularly use this stretch of Highway 23, we strongly urge the adoption of the 4-lane on-alignment Alternative with Corridor Preservation. Please move to begin construction on the 4-lane on-alignment Alternative with Corridor Preservation as soon as possible.
<b>Sheboygan County</b> June 19, 2018	Resolution 04 (2018/19): Supports efforts to improve WIS 23 and encourages all necessary action to implement the Preferred Alternative, including the expansion of WIS 23 to four lanes with WIS 23 corridor preservation and expressway designation.
<b>Village of St. Cloud</b> July 10, 2018	Resolution No 2018-2: The village board of St. Cloud supports and endorses this resolution for the purpose of expediting and completing the Wisconsin Highway 23 project ID 1440-13/15-00 in Fond du Lac and Sheboygan Counties.
<b>Senator Duey Strobel</b> July 25, 2018	Strongly urge the department to proceed with the 4-lane on-alignment Alternative.
<b>City of Plymouth</b> July 31, 2018	Resolution No. 20 of 2018 encourages action to implement the expansion of WIS 23 to four lanes with Corridor Preservation and expressway designation.
<b>Forest County Potawatomi Community</b> August 23, 2018	No impact on any cultural resources of concern to the tribe.

**Table 7.3-2 Local, State, and Native American Tribal Governments Comments Received During 2018 LS SDEIS Comment Period and Project Team Responses<sup>1</sup>**

<b>Reference</b>	<b>2018 LS SDEIS Hearing Comment</b>
Letter from three members of the Wisconsin Legislature (Senator Devin LeMahieu, Representative Terry)	On behalf of our many constituents that regularly use this stretch of Highway 23, we strongly urge the adoption of the 4-lane on-alignment Alternative with Corridor Preservation. Please move to begin construction on the 4-lane on-alignment Alternative with Corridor Preservation as soon as possible.  <i>The Preferred Alternative is the 4-lane On-alignment Alternative with Corridor Preservation. If the environmental review process leads to the selection of the</i>

<sup>1</sup> Table 7.3-2 Local, State, and Native American Tribal Governments Comments Received During 2018 LS SDEIS Comment Period and Project Team Responses was not included in the May 2018 LS SDEIS.

**Table 7.3-2 Local, State, and Native American Tribal Governments Comments Received During 2018 LS SDEIS Comment Period and Project Team Responses<sup>1</sup>**

Reference	2018 LS SDEIS Hearing Comment
Katsma, and Representative Tyler (Vorpapel)	<i>Preferred Alternative for implementation, construction is expected to begin in 2019.</i>
Village of St. Cloud, Fond du Lac County	<p>Resolution 2018-2 (abbreviated):</p> <ul style="list-style-type: none"> <li>• Residents have been injured or killed at the intersection of Highway 23 and County G. No protected turn lane on Highway 23.</li> <li>• Residents avoid the Highway 23 and County G intersection resulting in lower traffic counts.</li> <li>• Safety is a critical factor. Widening to a four-lane highway with a diamond interchange at County G would greatly improve safety.</li> <li>• Requests the first phase of construction proposed in 2019 include the County G interchange. A one-year improvement in time would likely save injuries and lives at County G intersection.</li> </ul> <p><i>Each of the build alternatives address safety to some degree. The Preferred Alternative best addresses safety needs. Refer to Sections ES.6 and 2.8, and Appendix F, page F-27 for details. Because of the level of design and real estate acquisition already completed, the east side of the corridor in Sheboygan County is in a better position to advance to construction in 2019. Real estate activities and final design in Fond du lac County can occur after the 2018 LS SFEIS and Record of Decision are signed. Real estate acquisition for Fond du Lac County is estimated to take a minimum of 18-24 months.</i></p>
Sheboygan County	<p>Resolution 04 (2018/19):</p> <p>The Sheboygan County Board of Supervisors supports all state and federal efforts to improve State Highway 23 and encourages all necessary action to implement the preferred alternative in the 2018 EIS, including the expansion of State Highway 23 to four lanes with State Highway 23 Corridor Preservation and expressway designation.</p> <p><i>The Preferred Alternative is the 4-lane On-alignment Alternative with Corridor Preservation. Expressway designation would be included with corridor preservation as provided in Wis. Stat. § 84.295(10).</i></p>
State Senator Duey Stroebel	<p>Strongly urge the Department of Transportation to proceed with the planned 4-lane expansion of this highway. There is broad public support for moving ahead with this proposal.</p> <p>Throughout the contentious legal battle and in its aftermath, the safety of this highway has suffered and citizens have paid for this delay in life and limb. Adopting a half-measure solution at this point would be the equivalent of pursuing no solution at all.</p> <p><i>The Preferred Alternative is the 4-lane On-alignment Alternative with Corridor Preservation and is the alternative that best addresses safety needs.</i></p>
City of Plymouth	<p>Resolution No. 20 of 2018:</p> <p>The common council of the city of Plymouth, Wisconsin supports all state and federal efforts to improve State Highway 23 and encourages all necessary action to implement the Preferred Alternative in the 2018 EIS, including the expansion of State Highway 23 to four lanes with State Highway 23 Corridor Preservation and expressway designation.</p> <p><i>The Preferred Alternative is the 4-lane On-alignment Alternative with Corridor Preservation. Expressway designation would be included with corridor preservation as provided in Wis. Stat. § 84.295(10).</i></p>

## 7.4 AGENCY COORDINATION

In cooperation with FHWA, WisDOT has conducted agency coordination for the WIS 23 project since it was initiated in 2003. Coordination has taken the form of scoping meetings, field reviews, and meetings or conference calls to discuss agency concerns. Table 7.1-1 provides a summary of agency meetings from the project inception through the development of this document. See Section 7.4 of the 2014 LS SFEIS for a detailed description of agency coordination from project initiation through 2014. The development of this document has continued the coordination with the following agencies to keep them informed of updates on the study and schedule, and to request concurrence, when appropriate, for the Range of Alternatives Carried Forward for Detailed Study and preferred alternative:

- U.S. Army Corps of Engineers (USACE)
- U.S. Fish and Wildlife Service (USFWS)
- U.S. Environmental Protection Agency (USEPA)
- U.S. Department of Agriculture, Natural Resources Conservation Service (NRCS)
- U.S. Coast Guard (USCG)
- U.S. Department of the Interior (USDOI)-National Park Service (NPS)
- Wisconsin Department of Natural Resources (WDNR)
- Wisconsin State Historic Preservation Office (SHPO)/Wisconsin Historical Society (WHS)
- Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP)
- Wisconsin Coastal Management Program, Department of Administration

USACE is the sole cooperating agency for this project. Cooperating agencies are typically federal agencies, other than the lead federal agency (FHWA), which have jurisdiction by law or special expertise with respect to any environmental impact involved in a proposal or reasonable alternative. Cooperating agencies have a higher degree of authority, responsibility, and involvement in the environmental review process.

In cooperation with FHWA, WisDOT has followed the NEPA-404 merger process, which is a unified process for complying with the requirements of NEPA and Section 404 of the Clean Water Act. The NEPA-404 merger process includes concurrence on three decision points: Purpose and Need, Range of Alternatives Carried Forward for Detailed Study, and Preferred Alternative. While the NEPA-404 merger agreement requires concurrence from USACE, USEPA, and USFWS, WisDOT chose to seek concurrence from all state and federal resource agencies included in project coordination. WisDOT sent the agencies a series of three letters requesting Concurrence Point 1 (Purpose and Need), Concurrence Point 2 (Range of Alternatives Carried Forward for Detailed Study), and Concurrence Point 3 (Preferred Alternative). Coordination with agencies included the following:

- A request for Concurrence Point 1 (Purpose and Need) was sent to agencies July 24, 2003. Concurrence Point 1 was confirmed at the October 11, 2017 agency meeting and in the invitation to the meeting. Concurrence Point 1 letters from the agencies were previously provided in various documents and are located for ease of reference in Appendix C of this LS SEIS. Since the purpose and need was unchanged from previous WIS 23 environmental documents, WisDOT confirmed earlier agency responses on Concurrence Point 1, rather than seeking new concurrence.
- An updated request for Concurrence Point 2 (Range of Alternatives Carried Forward for Detailed Study) was sent to agencies on May 17, 2018. WisDOT provided information about the study schedule and updated alternatives, and requested concurrence.
- On July 19, 2018, WisDOT hosted an agency conference call about the 2018 LS SFEIS Range of Alternatives Carried Forward for Detailed Study and other topics.

- An updated request for Concurrence Point 3 (Preferred Alternative) was sent to agencies on August 7, 2018. In addition, a request to identify the Least Environmentally Damaging Practicable Alternative (LEDPA) was included in the letters sent to USACE and USEPA.
- On August 16, 2018, WisDOT hosted an agency conference call about the 2018 LS SEIS Preferred Alternative.

WisDOT has received concurrence from all three NEPA-404 merger agencies for all three concurrence points, and USACE and USEPA identified the Preferred Alternative as the LEDPA. As part of the Clean Water Act Section 404 permitting process, USACE and USEPA are required to identify the LEDPA. WisDOT and FHWA typically seek this determination during the NEPA-404 merger process.

WisDOT made efforts to address any agency comments throughout the project and has continued to coordinate with agencies. WisDOT will coordinate with agencies as necessary during final design and construction to implement project commitments. Table 7.4-1 lists the agency correspondence received since the 2014 LS SFEIS. Table 7.4-2 summarizes agency comments received during and after the 2018 LS SDEIS comment period and includes a response (in italics), following each comment. Appendix C contains a copy of the correspondence and the project team responses.

**Table 7.4-1 Agency Correspondence<sup>2</sup>**

Date	Entity	Contents
09/15/17	USDOJ/NPS	Letter was sent to reaffirm the commitment to provide a grade-separated crossing at the IAT.
10/26/17	USEPA	Early coordination letter stating no substantive comments, and recommendation to use a report from the Federal Environmental Justice Interagency Working Group in demographic analysis. <sup>3</sup>
11/21/17	WDNR	Initial environmental observations.
03/29/18	DATCP	DATCP will not prepare a second Addendum to the AIS at this time.
04/20/18	SHPO	Signed Section 106 Form
05/10/18	US Coast Guard	Coast Guard does not exercise jurisdiction over Mullet River. The Sheboygan River, and tributaries, are currently in Advance Approval status for Coast Guard Bridge Permitting. A Coast Guard Bridge Permit and further coordination is not required.
05/22/18	DATCP	DATCP concurs with the Range of Alternatives Carried Forward for Detailed Study. (Concurrence Point 2).
05/31/18	SHPO	Amended Memorandum of Agreement - Amendment #2
06/07/18	USEPA	USEPA concurs with the Range of Alternatives Carried Forward for Detailed Study. (Concurrence Point 2).
06/08/18	NRCS	NRCS completed and returned the Farmland Impact Conversion Rating Form (AD-1006).
07/16/18	USFWS	No Objections for the Alternatives carried forward for the study. (Concurrence Point 2). There are no listed species of concern within the proposed action area that would be impacted by the project.
07/19/18	WDNR	Land and Water Conservation Fund (LWCF) interests are cleared for the purposes of the WIS 23 reconstruction project at the Wade House Historic Site.
07/23/18	WDNR	2018 LS SDEIS comments. No concerns with WisDOT pursuing the Preferred Alternative.
07/23/18	USEPA	Comments on 2018 LS SDEIS Assign rating of Lack of Objections.

<sup>2</sup> Table 7.4-1 Agency Correspondence was not included in the May 2018 LS SDEIS.

<sup>3</sup> The information from *Promising Practices for EJ Methodologies in NEPA Reviews* is a compilation of methodologies gleaned from current agency practices identified by the NEPA Committee concerning the interface of environmental justice considerations through NEPA process. This guidance was reviewed by the project team; however, there are limited EJ populations in the vicinity of the corridor.

Date	Entity	Contents
07/26/18	US Coast Guard	No Coast Guard Permit or further coordination required.
07/26/18	USACE	USACE concurs with Range of Alternatives Carried Forward for Detailed Study. (Concurrence Point 2)
07/26/18	USDOJ	No comments on the 2018 LS SDEIS.
08/08/18	SHPO	Confirmation of concurrence with updated Section 106 and MOA
08/17/18	DATCP	Concurrence Point 3 (Preferred Alternative) Letter
08/28/18	USFWS	USFWS concurs with Preferred Alternative (Concurrence Point 3)
08/31/18	USEPA	USEPA concurs with Preferred Alternative (Concurrence Point 3) and identifies it as the LEDP).
09/13/18	USACE	USACE concurs with Preferred Alternative (Concurrence Point 3) and identifies it as the LEDP).

**Table 7.4-2 Agency Comments Received During 2018 LS SDEIS Comment Period and Project Team Responses<sup>4</sup>**

Reference	2018 LS SDEIS Comment
DOI 1	The U.S. Department of the Interior (Department) has reviewed the Limited Scope Supplemental Draft Environmental Impact Statement and Section 4(f) and 6(f) Evaluation for Wisconsin State Highway 23. The Department does not have comments at this time.  <i>Comment acknowledged.</i>
EPA 1	EPA provided comments on the previous EISs. Our comments focused on aquatic resources impacts and diesel emissions, and recommended clarifying information. Those previous comments were adequately addressed in the 2014 Limited Scope - Supplemental Final EIS and Record of Decision (ROD).  <i>Comment acknowledged.</i>
EPA 2	Based on our review the 2018 Limited Scope - Supplemental Draft EIS, we assign a rating of Lack of Objections (LO). Our summary of ratings is enclosed. We have no substantive or clarifying comments.  <i>Comment acknowledged.</i>
EPA 3	EPA reaffirms that we reserve the right to provide additional comments during the forthcoming Clean Water Action (CWA) Section 404 permit process, jointly administered by EPA and the U.S. Army Corps of Engineers.  <i>Comment acknowledged.</i>
USACE 1	In our letter dated September 23, 2013, the Corps provided comments for the WIS 23 Fond du Lac to Plymouth Expansion Project LSDEIS. Following the receipt of the 2018 LS SDEIS, we have no further substantive comments.  <i>Comment acknowledged.</i>
USACE 2	Please note that our determinations are based on a corridor level analysis and we expect that further efforts to avoid, minimize, and mitigate for wetland impacts will take place during the design phase of the project. If there are any substantial changes or if new information is brought forward, we may reconsider these determinations.  <i>WisDOT will work with USACE and WDNR to avoid, minimize, and mitigate wetland impacts during final design. If there are any substantial changes to wetland impacts, WisDOT will coordinate with USACE and WDNR.</i>

<sup>4</sup> Table 7.4-2 Agency Correspondence Received During 2018 LS SDEIS Comment Period and Project Team Responses was not included in the May 2018 LS SDEIS.

**Table 7.4-2 Agency Comments Received During 2018 LS SDEIS Comment Period and Project Team Responses<sup>4</sup>**

Reference	2018 LS SDEIS Comment
WDNR 1	<p>The selection of the four-lane alternative seems reasonable and is well justified, especially when considering the purpose and need, planning and design efforts (both past and present), environmental reviews, real estate acquisitions, and how several environmental impacts will occur under each of the build alternatives, for example the culvert extension adjacent to the existing Mullet River culvert, floodplain impacts, and wetland impacts. The department has no concerns with WisDOT pursuing the preferred alternative and is committed to working with WisDOT to ensure that all environmental and socio-economic obligations are met.</p> <p><i>WisDOT will work with WDNR to ensure that all environmental and socio-economic obligations are met.</i></p>
WDNR 2	<p>The WDNR letter included multiple commitments/requests about wetlands, endangered resources, fisheries/stream work, migratory birds, invasive species, storm water management and erosion control, selected site and commercial non-metallic mines, and other unique features.</p> <p><i>WisDOT will work with WDNR to ensure that obligations are met. Commitments/requests are incorporated in Section 6 - Measures to Minimize Adverse Effects and are referenced in the 2018 Record of Decision. The project team will refer to Section 6, Measures to Minimize Adverse Effects, of this LS SFEIS/ROD during project development to ensure commitments are adequately reflected in the project plans and specifications and that the commitments are provided to project managers, construction leaders and inspectors to aid in monitoring during construction.</i></p>

## 7.5 PUBLIC HEARING AND COMMENTS

A public hearing for the 2018 LS SDEIS was held on June 19, 2018. It was held from 6 to 8 P.M. at the University of Wisconsin- Fond du Lac, Fond du Lac, Wisconsin, in the main campus building. A hybrid hearing format was used with an open house followed by a formal presentation and public testimony, followed by an open house. A total of 358 people attended according to the public hearing attendance record; this number does not include FHWA and WisDOT study team members. The hearing provided the opportunity to testify both in a public forum setting as well as in private. Opportunity to provide written comments was also offered. Project exhibits and maps were available and there was informal discussion of the proposal with members of the public and the study team. During the formal public hearing portion, WisDOT staff presented a summary of the project and 16 persons provided public testimony.

The public hearing conducted for the WIS 23 2018 LS SDEIS satisfied FHWA requirements in 23 USC 128 and 23 CFR 771.111(h), and WisDOT requirements in FDM 6-Public Involvement. The public hearing record is located in the project files.

Written testimony submitted during the LS SDEIS comment period (June 1-July 31, 2018) was included in the public hearing record if postmarked no later than July 31, 2018. In addition to the responses in Table 7.5-1, WisDOT provided brief direct responses to written comments that included questions or inaccuracies. The 481 commenters submitted 433 written comment sheets, letters or emails, and 32 commenters shared verbal comments (public and private). There were also three local government resolutions and two Wisconsin legislator letters (one letter from a state senator and two state representatives and the other letter from a state senator), see Table 7.3-2.

The following summary provides the number of comments received related to the alternatives.

- 342 Support 4-lane On-alignment Alternative.  
13 of 342 - Number of people who support the 4-lane On-alignment Alternative and also mentioned support for corridor preservation.
- 24 Oppose the 4-lane Alternative.
- 24 Support Passing Lane Alternative.
- 7 Oppose Passing Lane Alternative.

- 1 Support Hybrid Alternative.
- 1 Oppose Hybrid Alternative.
- 1 Oppose No-Build Alternative.
- 8 Support project without specifying a specific alternative.
- 4 Oppose project without specifying support for No-Build Alternative.

The public comments on the 2018 LS SDEIS, both verbal and written, are summarized and shown in Table 7.5-1 with the number of occurrences for the comment noted in the right-most column. Responses to comments are in italics below each comment. Many individuals discussed several issues, so the total number of occurrences of comments does not equal the total number of comment sheets and number of people who gave verbal testimony.

**Table 7.5-1 Public Comments Received During 2018 LS SDEIS Comment Period and Project Team Responses<sup>5</sup>**

Comment Number	2018 LS SDEIS Comments and Responses	Number of Occurrences
1	Supports expanding WIS 23 to a 4-lane highway. <i>Comment acknowledged.</i>	342
2	WIS 23 is dangerous and there are safety concerns/near misses and accidents. <i>Each of the build alternatives address safety to some degree. The Preferred Alternative best addresses safety needs. Refer to Sections ES.6, 1, 1.3.G, 2.8 and Appendix F, page F-27 for details.</i>	239
3	The expansion of WIS 23 could improve safety. <i>One of the project purpose and need components is to improve WIS 23 safety. The Preferred Alternative best addresses safety needs. Refer to Sections ES.6, 1, 1.3.G, 2.8 and Appendix F, page F-27 for details.</i>	105
4	Numerous vehicles pass in no-passing zones/dangerous areas. There are limited areas to legally pass. <i>The Preferred Alternative is the 4-lane On-alignment Alternative with Corridor Preservation. This alternative provides two travel lanes in each direction, eliminating the need for no-passing zones.</i>	96
5	Opposes the location of the access road south of WIS 23 through the Free S.P.I.R.I.T. Riders property. There is a safety risk, revenue losses, reduction in ability to maintain current amount of horses, need to provide horse desensitization, and future expansion is very difficult. Suggest moving frontage road south. <i>WisDOT has coordinated and will continue to coordinate with the Free S.P.I.R.I.T Riders organization. The proposed frontage road location was discussed with the organization during the development of the 2014 LS SEIS and during final design which occurred prior to the ROD being vacated in 2015. The proposed frontage road will provide access for the Free S.P.I.R.I.T. Riders parcel and for four residential properties that will lose access to WIS 23. Moving the frontage road south would lengthen the access road for all five properties, create greater land impacts and increase future maintenance costs. It would also delay the project because an archaeological investigation is required which impacts the Section 106 approvals already received. It is not anticipated that the access road will pose a safety risk to the Free S.P.I.R.I.T. Riders property based on the low volume of traffic anticipated and low travel speeds. However, during final design, WisDOT will investigate signage and other mitigative measures to alert drivers that horse riding is occurring nearby.</i>	73
6	Supports the construction of WIS 23 as soon as possible (no more delays). <i>WisDOT and FHWA are working through the National Environmental Policy Act (NEPA) process. We are committed to construction of this project beginning in 2019, provided the necessary environmental approvals are obtained.</i>	59

<sup>5</sup> Table 7.5-1 Public Comments Received During 2018 LS SDEIS Comment Period and Project Team Responses was not included in the May 2018 LS SDEIS.

**Table 7.5-1 Public Comments Received During 2018 LS SDEIS Comment Period and Project Team Responses<sup>5</sup>**

Comment Number	2018 LS SDEIS Comments and Responses	Number of Occurrences
7	<p>The expansion of WIS 23 could have an economic benefit.</p> <p><i>Economic benefits from a 4-lane divided roadway with the proposed access modifications may decrease economic and personal losses associated with injuries and property damage attributable to crashes, provide higher and more reliable travel speeds that would decrease transportation costs of the delivery of goods and services between economic centers, and improve the interaction between WIS 23 traffic and farm equipment using the highway. Refer to Section 4.7 A-2 for details.</i></p> <p><i>There are eight Purpose and Need factors for this project. Economic benefit is a component in three of these factors, which are System Linkage and Route Importance, Transportation Demand/Regional Economic Development, and Legislative and Transportation Planning History. Refer to Section 1.3 for details.</i></p>	54
8	<p>Avoids driving on WIS 23 because of safety concerns.</p> <p><i>Each of the build alternatives address safety to some degree. The Preferred Alternative best addresses safety needs. Refer to Sections ES.6, 1, 1.3.G, 2.8, and Appendix F, page F-27 for details.</i></p>	48
9	<p>Because of the many curves and hills on WIS 23, visibility is poor for drivers.</p> <p><i>The majority of the corridor is designed to meet current standards. The Preferred Alternative will provide improvements to curves, hills, and visibility along the corridor to the extent feasible, and eliminates the need for passing sight distance. There is only one location on the corridor where sight distance does not meet criteria and that is northbound on County G, which does not meet the minimum horizontal sight distance for a truck turning left onto WIS 23. The Preferred Alternative includes a grade separated interchange at County G which would address the sight distance deficiency. Refer to Sections 1.3.E and 2.5.A for more information.</i></p>	32
10	<p>A lot of farm equipment travels on WIS 23.</p> <p><i>The Preferred Alternative is the 4-lane On-alignment Alternative with Corridor Preservation. This alternative provides two lanes in each direction, allowing for automobiles to more easily pass slow-moving farm equipment.</i></p>	31
11	<p>There are many trucks on WIS 23. Trucks on WIS 23 are going slow and cause backups.</p> <p><i>The Preferred Alternative is the 4-lane On-alignment Alternative with Corridor Preservation. This alternative provides two lanes in each direction, allowing for automobiles to more easily pass slow-moving trucks, and avoiding back-ups. Refer to Section 1 and Appendix A for more details on the amount of truck traffic in the corridor.</i></p>	30
12	<p>Travelers on WIS 23 drive at inconsistent speeds.</p> <p><i>The amount of truck traffic and variety of this traffic (farm equipment, semi-trucks, tri-axle dump trucks, etc.) contributes to inconsistent travel speeds along the corridor. Refer to Section 1 and Appendix A for more details on the amount of truck traffic in the corridor. The Preferred Alternative is the 4-lane On-alignment Alternative with Corridor Preservation. This alternative provides two lanes in each direction, allowing for automobiles to more easily pass slow-moving trucks.</i></p>	27
13	<p>WIS 23 has experienced an increase in the volume of traffic/congestion. The roadway has high traffic volumes.</p> <p><i>The traffic counts performed in 2017 were generally lower than traffic counts performed on the corridor in 2012 and 2015. Even though traffic counts have gone down, the Northeast Region Travel Demand Model indicates moderate future growth along the WIS 23 corridor. From a traffic operations perspective, level of service (LOS) C is desirable for WIS 23 as a Corridors 2030 Connector route. Refer to Sections 1.3.d and 2.7, and Appendices A and B for details on traffic volumes and LOS.</i></p>	26

**Table 7.5-1 Public Comments Received During 2018 LS SDEIS Comment Period and Project Team Responses<sup>5</sup>**

Comment Number	2018 LS SDEIS Comments and Responses	Number of Occurrences
14	<p>Opposes the 4-lane Alternative.</p> <p><i>The purpose and need evaluation detailed in Appendix F discusses the 15 purpose and need evaluation criteria considered for each alternative. The purpose and need evaluation criteria were developed to determine how well each alternative met the eight purpose and need factors, which are detailed in Section 1.3. The Preferred Alternative fully or substantially satisfied 14 of the 15 criteria and moderately satisfied one criterion. The Hybrid Alternative satisfied three criteria fully or substantially, and moderately satisfied 10 criteria. The Passing Lane Alternative fully or substantially satisfied 4 to 5 of the criteria and moderately satisfied one criterion. The No-Build Alternative moderately satisfied 2 of the 15 criteria. Refer to the ROD Sections 2.2B and 2.2C which describe and provide the basis for the selection of the 4-lane On-alignment Alternative with Corridor Preservation.</i></p>	24
15	<p>Supports the Passing Lane Alternative.</p> <p><i>The Passing Lane Alternative is not the preferred alternative. The purpose and need evaluation detailed in Appendix F discusses the 15 purpose and need evaluation criteria considered for each alternative. The purpose and need evaluation criteria were developed to determine how well each alternative met the eight purpose and need factors, which are detailed in Section 1.3. The Passing Lane Alternative fully or substantially satisfied 4 to 5 of the criteria and moderately satisfied one criterion. The Preferred Alternative fully or substantially satisfied 14 of the 15 criteria and moderately satisfied one criterion.</i></p>	24
16	<p>Travelers on WIS 23 drive too fast.</p> <p><i>Average speeds along the corridor were found to be 58 miles per hour, with some vehicles likely traveling at higher or lower speeds than the average. The amount of truck traffic and variety of this traffic (farm equipment, semi-trucks, tri-axle dump trucks, etc.) contributes to inconsistent travel speeds along the corridor. Refer to Section 1 and Appendix A for more details.</i></p>	21
17	<p>Opposed to the wasteful spending of over \$100 million.</p> <p><i>WisDOT evaluates roadway improvement priorities throughout the state and seeks to make efficient use of taxpayer monies. Because WIS 23 is identified as a Corridor 2030 Connector route, WisDOT places a priority on safety and mobility improvement to this roadway.</i></p>	19

**Table 7.5-1 Public Comments Received During 2018 LS SDEIS Comment Period and Project Team Responses<sup>5</sup>**

Comment Number	2018 LS SDEIS Comments and Responses	Number of Occurrences
18	<p>Newly released crash data shows that the highway is in fact safer than similar rural two-lane highways in the state. Crash rates are lower than the statewide average. While the highway may be perceived as unsafe by drivers or elected officials--the data does not show that this is true.</p> <p><i>The crash rate for a majority of the WIS 23 corridor is lower than the statewide average crash rate on similar highways. However, some segments have higher than statewide average total and KAB (fatal and injury) crash rates. All build alternatives provide safety countermeasures that address crash types to varying degrees. See ES.6, and Sections 1.3.G and 2.8 for more information.</i></p> <p><i>A comparison to statewide average crash rates for similar roadways is one aspect used in the safety analysis to help assess the safety of the roadway. As discussed in Section 1.3.G, additional aspects of the safety analysis included quantifying vehicles crossing the centerline, suspected serious injury (A-level) and fatal (K-level) crashes, and crashes that occurred at intersections. Additionally, high truck traffic contributes to platooning and unsafe passing maneuvers. In the 2-lane section of WIS 23, daily truck traffic ranges from 22 to 26 percent, AM peak hour truck traffic ranges from 21 to 27 percent, and PM peak hour truck traffic ranges from 13 to 19 percent. See Appendix A (Page A-10) for more detail.</i></p> <p><i>Updated statewide average crash rates based on the five-year period from 2013 to 2017 became available after the May 2018 LS SDEIS was published. The crash analysis performed for the WIS 23 study has been updated to reflect 2013 to 2017 data and is included in the 2018 LS SFEIS. With this update, the conclusions of the 2013-2017 and the 2012-2016 crash analyses are similar, where WIS 23 total and injury crash rates are lower than statewide averages for similar rural 2-lane highways. However, some segments of WIS 23 remain at two to three times the statewide average crash rate.</i></p> <p><i>Feedback from the public and elected officials must be considered in the National Environmental Policy Act (NEPA) process. About half of the people who commented during the 2018 public hearing comment period (239 of 481) indicated concern that WIS 23 is dangerous with specific safety concerns for crashes and near misses.</i></p>	18

**Table 7.5-1 Public Comments Received During 2018 LS SDEIS Comment Period and Project Team Responses<sup>5</sup>**

Comment Number	2018 LS SDEIS Comments and Responses	Number of Occurrences
19	<p>Supports spot improvements (including intersections with higher crash rates) rather than the preferred alternative.</p> <p><i>The range of build alternatives were developed to address the eight purpose and need factors and included improvements at intersections with higher crash rates. All of the build alternatives that were evaluated included some level of intersection and other safety improvements. See Section 2.8 for a detailed discussion of the suitability of safety improvement strategies among the alternatives. The purpose and need evaluation detailed in Appendix F discusses the 15 purpose and need evaluation criteria considered for each alternative. The evaluation criteria were developed to:</i></p> <ul style="list-style-type: none"> <li>• <i>Determine how well each alternative met the eight purpose and need factors, which are detailed in Section 1.3.</i></li> <li>• <i>Provide the specific detail on how each of the purpose and need factors would be evaluated.</i></li> </ul> <p><i>The evaluation criteria were based on WisDOT and FHWA policy, standards, procedures, and/or state-of-the-practice considerations related to each factor. The discussion about the evaluation criteria considered and the reasons for identification are discussed in detail in Appendix F. The Passing Lane Alternative, which includes intersection improvements, fully or substantially satisfied 4 to 5 of the 15 criteria and moderately satisfied one criterion. The Preferred Alternative fully or substantially satisfied 14 of the 15 criteria and moderately satisfied one criterion. Intersection improvements that satisfactorily address safety and other purpose and need criteria are more easily achievable with the 4-lane On-alignment Alternative.</i></p> <p><i>Improvements to specific portions of the 2-lane highway, such as introducing a median, WIS 23 U-turns, and/or adding WIS 23 turn lanes at intersections, would further restrict the amount of passing opportunities for WIS 23 through traffic. Intersection treatments, such as Restricted Crossing U-Turns and reducing access, that are possible with a 4-lane divided roadway are not as feasible or common with a 2-lane roadway.</i></p>	17
20	<p>Sheboygan [County] population is older indicating declining traffic volume over time.</p> <p><i>The Sheboygan County elderly population is projected to increase in the coming decades based on data from the Wisconsin Department of Administration (WDOA) Demographic Services, State Population Projections 2010 to 2040, produced in 2013, based from 2010 US Census. However, the number of trips associated with <u>all</u> households contribute to total traffic volumes. The number of younger households (under age 65) in the corridor is projected to be higher than the number of older households (over age 65), according to the WDOA data. See Section 4.5 and Appendix E for population age demographic information and Section 1.3-D and Appendix B for information on traffic forecasting.</i></p>	14
21	<p>Supports corridor preservation associated with the preferred alternative.</p> <p><i>Comment acknowledged.</i></p>	13
22	<p>Other projects around the state are getting funded/expanded.</p> <p><i>WisDOT evaluates roadway improvement priorities throughout the state and seeks to make efficient use of taxpayer monies.</i></p>	10
23	<p>Making a left turn from WIS 23 is difficult/dangerous.</p> <p><i>The Preferred Alternative is the 4-lane On-alignment Alternative with Corridor Preservation. This alternative provides two travel lanes in each direction and intersection improvements. At any intersection where left-turns from WIS 23 will be permitted, left-turn lanes will provide refuge for turning traffic, removing the vehicles from the live traffic stream. The majority of the corridor is designed to meet current standards. The Preferred Alternative will provide improvements to curves, hills, and visibility along the corridor to the extent feasible. Sight distance standards for vehicles turning left from WIS 23 will be met at all intersections. There is one location on the corridor, northbound on County G, that does not meet the minimum horizontal sight distance for a truck turning left onto WIS 23. The Preferred Alternative includes a grade separated interchange at County G which would address the sight distance deficiency. See Section 2, Table 2.6-1, for more information on each intersection treatment.</i></p>	8

**Table 7.5-1 Public Comments Received During 2018 LS SDEIS Comment Period and Project Team Responses<sup>5</sup>**

Comment Number	2018 LS SDEIS Comments and Responses	Number of Occurrences
24	Supports the project without specifying a specific alternative. <i>Comment acknowledged.</i>	8
25	Opposes the Passing Lane Alternative. <i>The Passing Lane Alternative is not the preferred alternative. The Preferred Alternative is the 4-lane On-alignment Alternative with Corridor Preservation.</i>	7
26	There are many deer on the WIS 23 corridor. <i>The Preferred Alternative helps provide additional room for maneuverability to avoid deer crossing the road.</i>	7
27	Opposes Restricted-Crossing U-Turns (RCUT)s. <i>RCUTs maintain all movements at an intersection, but in a safer fashion. A RCUT eliminates most crossing conflicts and hazardous movements from an intersection. This type of intersection has been successfully used to improve intersection safety in several states, including seven locations in Wisconsin where they have decreased KAB (fatal and injury) crash rates by 91 percent.</i>	7
28	Opposes the location of the access roads north of WIS 23 by Whispering Springs. <i>When designing WIS 23 access roads, WisDOT considered emergency service response times, safety, resident input, minimizing indirection, and minimizing impacts. WisDOT held multiple meetings with residents and representative officials. The town of Empire passed a resolution (2007-2-1) in support of the proposed design for access roads.</i>	5
29	Supports the construction of the west side of the corridor first. <i>Because of the level of design and real estate acquisition already completed, the east side of the corridor in Sheboygan County is in a better position to advance to construction in 2019. Real estate activities and final design in Fond du lac County can occur after the 2018 LS SFEIS and Record of Decision are signed. Real estate acquisition for Fond du Lac County is estimated to take a minimum of 18-24 months.</i>	5
30	There are too many side roads along the corridor. <i>The Preferred Alternative modifies the access at the majority of intersections to improve safety. See Table 2.6-1 for details.</i>	5
31	Supports the extension of the Old Plank Road Trail. <i>Comment acknowledged.</i>	4
32	Takes a long time for a break in traffic to safely enter WIS 23. <i>Currently, drivers entering WIS 23 from the side roads typically experience 20 to 25 seconds of delay based on traffic modeling of existing conditions completed for the study. These delays may be perceived differently by different drivers. The Preferred Alternative will provide improvements to the traffic operations at most intersections along the corridor to the extent feasible by introducing access changes. See Table 2.6-1 and Table 2.7-3 for more details on access changes and traffic operations, respectively.</i>	4
33	Improvements will reduce travel time. <i>According to traffic modeling completed for the study, a 4-lane divided roadway with the proposed access modifications will provide higher travel speeds and more reliable travel times. Refer to Section 4.4, 4.7 A-2, and Appendix A.</i>	4
34	Opposes project for various reasons without specifying support for No-Build Alternative. <i>Comment acknowledged.</i>	4
35	Supports County G interchange. <i>Comment acknowledged.</i>	3
36	Supports construction completed in less than 4 years noted. <i>Comment acknowledged. Construction timing will be reviewed during final design.</i>	3
37	Improving the roadway will improve tourism and leisure. <i>Comment acknowledged.</i>	3

**Table 7.5-1 Public Comments Received During 2018 LS SDEIS Comment Period and Project Team Responses<sup>5</sup>**

Comment Number	2018 LS SDEIS Comments and Responses	Number of Occurrences
38	<p>There is not a high volume of traffic on WIS 23.</p> <p><i>The traffic counts performed in 2017 were generally lower than traffic counts performed on the corridor in 2012 and 2015. Even though traffic counts have gone down, the Northeast Region Travel Demand Model indicates moderate future growth along the WIS 23 corridor. Refer to ES.5, Sections 1.3.D and 2.7, and Appendix B for details on traffic volumes.</i></p>	3
39	<p>Suggests interim solutions such as including semi-permanent messaging, paved shoulders, passing lanes, and traffic signals at County UU and County K.</p> <p><i>If the environmental review process leads to the selection of the Preferred Alternative (4-lane On-alignment Alternative with Corridor Preservation) for implementation, construction is expected to begin in 2019. If project construction is delayed, WisDOT may investigate and pursue interim improvements through its maintenance program.</i></p>	2
40	<p>Is funding in place for the WIS 23 project?</p> <p><i>Funding for the improvements includes both state and federal funds. See Section 1.3.C in the document for additional funding information. In the 2017 Wisconsin Budget, Wisconsin Act 59, Section 9145(2i), the legislature allocated up to \$19.4 million for initial construction activities associated with WIS 23 in fiscal biennium 2017-2019. In WisDOT's 6-year Highway Improvement Program, 2017-2022, WIS 23 is programmed for 2019 to 2021</i></p>	2
41	<p>Opposes roundabouts.</p> <p><i>Roundabouts are proposed for intersection control at Wisconsin American Drive and may be incorporated at the County K jughandle intersection, County UU interchange ramps, and County G interchange ramps. Currently, WisDOT uses intersection control evaluations to determine what is the most appropriate control type for an intersection. Intersection control evaluation reports will be completed during final design for the intersections with the three county highways mentioned above. Roundabouts promote safety by removing left turning and crossing movements that create potentially serious crashes. A 2015 Wisconsin safety study showed that roundabouts provided a 40 percent reduction in fatal and injury crashes.</i></p>	2
42	<p>There is currently no room to pass emergency vehicles that are stopped on the shoulder.</p> <p><i>The Preferred Alternative is the 4-lane On-alignment Alternative with Corridor Preservation. This alternative provides two lanes in each direction and 10-foot-wide shoulders.</i></p>	2
43	<p>Concerned about increased maintenance costs.</p> <p><i>There would be increased maintenance costs for a 4-lane highway and those costs would be considered and fully funded by following the current WisDOT maintenance funding allocation model used that considers the increase in lane miles with the two additional lanes.</i></p>	2
44	<p>Passing lanes added a few years ago made the road more dangerous.</p> <p><i>From County T (north) to County P, where the existing passing lanes along the corridor are located, WIS 23 crash rates are less than the statewide average for both total and KAB (fatal and injury) crash rates. All build alternatives provide safety countermeasures that address crash types to varying degrees. See Section 2.8 and Appendix F for more information on countermeasures associated with the build alternatives.</i></p>	2
45	<p>Opposes the location of the access roads south of WIS 23 by Hillside Circle and Mary Hill Park Drive.</p> <p><i>Various access configurations were investigated. The Preferred Alternative contains an access configuration that minimizes impacts while also minimizing direct driveway access onto WIS 23. Designers have met with the town for design specifics.</i></p>	2
46	<p>Proposed improvements with the Hillside Circle and Mary Hill Park Drive frontage road are greatly depreciating home values.</p> <p><i>Comment acknowledged.</i></p>	2

**Table 7.5-1 Public Comments Received During 2018 LS SDEIS Comment Period and Project Team Responses<sup>5</sup>**

Comment Number	2018 LS SDEIS Comments and Responses	Number of Occurrences
47	<p>There is not enough snow storage with the Hillside Circle and Mary Hill Park Drive frontage road being 10 feet from the existing houses.</p> <p><i>The final design meets town setback requirements. Various access configurations were investigated. The Preferred Alternative contains an access configuration that minimizes impacts while also minimizing direct driveway access onto WIS 23. Designers have met with the town for design specifics.</i></p>	2
48	<p>WisDOT is holding people hostage with indecision and numerous project starts and stops.</p> <p><i>WisDOT and FHWA are working through the environmental approval process. We are committed to construction of this project beginning in 2019, providing the necessary environmental approvals are obtained.</i></p>	2
49	<p>Project falls short of being able to justify the preferred alternative. The arguments for WIS 23 were inappropriate before and are less relevant today.</p> <p><i>The purpose and need evaluation detailed in Appendix F discusses the 15 purpose and need evaluation criteria considered for each alternative. The purpose and need evaluation criteria were developed to determine how well each alternative met the eight purpose and need factors, which are detailed in Section 1.3. The Preferred Alternative fully or substantially satisfied 14 of the 15 criteria and moderately satisfied one criterion. The Hybrid Alternative satisfied three criteria fully or substantially, and moderately satisfied 10 criteria. The Passing Lane Alternative fully or substantially satisfied 4 to 5 of the criteria and moderately satisfied one criterion. The No-Build Alternative moderately satisfied 2 of the 15 criteria.</i></p>	2
50	<p>Opposes the No-Build Alternative.</p> <p><i>The No-Build Alternative is not the preferred alternative. The purpose and need evaluation detailed in Appendix F discusses the 15 purpose and need evaluation criteria considered for each alternative. The purpose and need evaluation criteria were developed to determine how well each alternative met the eight purpose and need factors, which are detailed in Section 1.3. The No-Build Alternative did not fully or substantially satisfy any of the criteria, and moderately satisfied just two criteria. The Preferred Alternative fully or substantially satisfied 14 of the 15 criteria and moderately satisfied one criterion.</i></p>	1
51	<p>Opposes the Hybrid Alternative.</p> <p><i>The Hybrid Alternative is not the preferred alternative. The purpose and need evaluation detailed in Appendix F discusses the 15 purpose and need evaluation criteria considered for each alternative. The purpose and need evaluation criteria were developed to determine how well each alternative met the eight purpose and need factors, which are detailed in Section 1.3. The Hybrid Alternative satisfied three criteria fully or substantially, and moderately satisfied 10 criteria. The Preferred Alternative fully or substantially satisfied 14 of the 15 criteria and moderately satisfied one criterion.</i></p>	1
52	<p>Supports a jughandle intersection at County K.</p> <p><i>Comment acknowledged.</i></p>	1
53	<p>Supports construction of an interchange at County A as part of the initial build alternative.</p> <p><i>The construction of a Restricted Crossing U-Turn (RCUT) intersection at County A will address the safety and crash issues well into the future. When safety, traffic and other factors warrant, more substantial intersection improvements can be evaluated and may be more expeditiously implemented due to the corridor preservation that will occur with the 4-lane On-alignment Alternative.</i></p>	1
54	<p>Proposes another alternative including roundabouts at all major intersections.</p> <p><i>Based on the highway's designation as a state long truck route and identification as a Corridors 2030 Connector route and the corresponding need for mobility, it would not be desirable to have WIS 23 traffic slow or stop at every major intersection.</i></p>	1
55	<p>Supports a bike path along WIS 23 with a grade that matches the highway.</p> <p><i>The multiuse path along WIS 23 will be designed to meet Americans with Disabilities Act (ADA) standards and closely matches the grade of the roadway where applicable.</i></p>	1

**Table 7.5-1 Public Comments Received During 2018 LS SDEIS Comment Period and Project Team Responses<sup>5</sup>**

Comment Number	2018 LS SDEIS Comments and Responses	Number of Occurrences
56	The Whispering Springs neighborhood access has sight distance issues. <i>The proposed access is located to conform with required distances from the County UU interchange ramp and meets adequate sight distance.</i>	1
57	Wants Sheboygan County to pave County S. <i>Comment acknowledged and was forwarded to Sheboygan County Highway Commissioner.</i>	1
58	Wants a full intersection at County S and WIS 23. <i>Based on previous analyses, it has been determined that the appropriate intersection control is a Restricted Crossing U-Turn (RCUT) intersection. A RCUT intersection maintains all movements at an intersection, but in a safer fashion. It removes most crossing conflicts and hazardous movements from the intersection.</i>	1
59	Supports a connection from Old Plank Road Trail to Prairie Trail. <i>Comment acknowledged.</i>	1
60	Supports the Hybrid Alternative. <i>The Hybrid Alternative is not the preferred alternative. The purpose and need evaluation detailed in Appendix F discusses the 15 purpose and need evaluation criteria considered for each alternative. The purpose and need evaluation criteria were developed to determine how well each alternative met the eight purpose and need factors, which are detailed in Section 1.3. The Hybrid Alternative satisfied three criteria fully or substantially, and moderately satisfied 10 criteria. The Preferred Alternative fully or substantially satisfied 14 of the 15 criteria and moderately satisfied one criterion.</i>	1
61	Supports connecting multiuse path into the city of Fond du Lac to match existing sidewalk. <i>The multiuse path connects to local bicycle and pedestrian facilities to the extent possible within the project limits. Improvements outside of the project limits are not part of this project.</i>	1
62	Concerned with the effect on emergency responders near Whispering Springs. <i>The design provides for the ability of eastbound emergency response vehicles to cross the median to access Whispering Springs without an increase in response time.</i>	1
63	Provide turning lanes for Hilltop Drive instead of closing the access. <i>The proposed access is located to conform with required distances for traffic merging from the County UU interchange ramp and to meet adequate sight distance.</i>	1
64	Provide lighting at the Restricted Crossing U-Turn (RCUT) intersections. <i>At rural RCUT intersections, lighting will be installed at the U-Turn movement location.</i>	1
65	Concerned about the accident rate/safety on 4-lane highways. <i>Based on 2013-2017 crash information, the statewide average crash rate for 4-lane expressways with speeds posted at 55 mph is 21 percent lower than the crash rate for 2-lane roadways like WIS 23. The KAB (fatal and injury) rate is 36 percent lower. The statewide average crash rate for 4-lane expressways with speeds posted at 65 mph is 50 percent lower than the crash rate for 2-lane roadways like WIS 23. The KAB (fatal and injury) rate is 55 percent lower.</i>	1
66	Supports making the Old Plank Road Trail available for snowmobiles. <i>Snowmobile users need to follow rules as established by those that have jurisdiction of the trail (depending on location, either Fond du Lac County or Sheboygan County).</i>	1
67	Start the project east of County K since west of County K is already a 4-lane roadway and consider the \$1 million Wisconsin American Drive roundabout as a separate project. <i>There are several reasons WisDOT includes this short 4-lane section in the project: it provides system linkage to US 151, constructing the proposed access modifications at Wisconsin American Drive (roundabout) and County K (jughandle intersection) will help improve safety, and replacement of the existing worn 4-lane pavement is needed.</i>	1
68	WIS 23 should be declared a scenic highway with no billboards or businesses allowed. <i>Comment acknowledged.</i>	1

**Table 7.5-1 Public Comments Received During 2018 LS SDEIS Comment Period and Project Team Responses<sup>5</sup>**

Comment Number	2018 LS SDEIS Comments and Responses	Number of Occurrences
69	Supports a plan to bypass the city of Fond du Lac. <i>A bypass around the city of Fond du Lac is outside of the project scope and limits and therefore not part of this project.</i>	1
70	Provide a grass median between the 4-lane On-alignment Alternative's eastbound and westbound lanes. <i>The Preferred Alternative is the 4-lane On-alignment Alternative with Corridor Preservation. This alternative provides a grass median between the eastbound and westbound lanes.</i>	1
71	Build a bypass to the north of current WIS 23 to avoid this area. <i>Consideration was given to northern alternative routes. These alternatives were not studied further because local officials felt it was too far away from the existing roadway and the impacts to the Northern Unit of the Kettle Moraine State Forest (KMSF-NU) were greater. See the 2014 LS SFEIS for more information.</i>	1
72	Supports closing Whispering Springs entrance. <i>The current access location to Whispering Springs will be closed as part of the preferred alternative. The proposed access is located to conform with required distances from the County UU interchange ramp and meets adequate sight distance.</i>	1
73	If the 4-lane On-alignment Alternative is constructed, make sure there is room for vehicles between the eastbound and westbound lanes to cross the highway and do not close off any intersections. <i>The Preferred Alternative is the 4-lane On-alignment Alternative with Corridor Preservation. This alternative provides separation between the eastbound and westbound lanes. See Figure 2.5-2 for details on the proposed cross section. The Preferred Alternative modifies the access at the majority of intersections to improve safety. See Table 2.6-1 for details.</i>	1
74	CTH W (north) should have an overpass and at least jughandle ramps. <i>The construction of a Restricted Crossing U-Turn (RCUT) intersection at County W will address the safety and crash issues well into the future. When safety, traffic and other factors warrant, more substantial intersection improvements can be evaluated and may be more expeditiously implemented due to the corridor preservation that will occur with the 4-lane On-alignment Alternative.</i>	1
75	Install exit ramps on 4th Street and Hwy 151. <i>US 151 and 4th Street is outside of the project limits and therefore not part of this project.</i>	1
76	Put the project on an advisory ballot for Sheboygan and Fond du Lac counties. <i>Voting is appropriate in the form of referenda on capital projects such as school improvements. Referenda on those projects work well because the people who will pay for the project (voters who live in the school district) are also the same group that would benefit from or be impacted by the project. In contrast, roadway projects are funded by all Wisconsin taxpayers and the general traveling public throughout the country. It would not be appropriate to limit the voting to only residents in the vicinity of the proposed action.</i>	1
77	Request for hearing transcript. <i>Request was fulfilled.</i>	1
78	Requests that all roundabouts at the County G interchange accommodate semis and farm equipment. <i>WIS 23 is classified as an oversized, overweight truck route and County G is classified as a Long Truck Route. The decision on the type of intersection to be used for the ramp terminals at the proposed County G interchange will be determined during final design but all intersection types will accommodate the appropriate semi-trucks and farm equipment.</i>	1
79	The state and counties need to go after drivers for speeding, illegal passing, and texting. <i>Comment acknowledged.</i>	1
80	WIS 23 is smooth and not bumpy. <i>Comment acknowledged.</i>	1

**Table 7.5-1 Public Comments Received During 2018 LS SDEIS Comment Period and Project Team Responses<sup>5</sup>**

Comment Number	2018 LS SDEIS Comments and Responses	Number of Occurrences
81	<p>WIS 23 is bumpy and the maintenance is not adequate which could result in deadly consequences.</p> <p><i>In Sheboygan County an overlay was completed in 2018. In Fond du Lac County, from County UU to Log Tavern Road, an overlay was completed in 2014.</i></p>	1
82	<p>What will be done to increase safety with the increase of traffic and how will speeds be enforced.</p> <p><i>Each of the build alternatives address safety to some degree. The Preferred Alternative best addresses safety needs. Speed enforcement is outside the scope of the project and is the responsibility of enforcement agencies. Refer to Appendix F, page F-27 for details on safety improvements.</i></p>	1
83	<p>Requests a sign for North Fond du Lac on I-41.</p> <p><i>A sign for North Fond du Lac on I-41 is outside of the project limits and therefore not part of this project. Request was forwarded to the Northeast Region signing and marking supervisor.</i></p>	1
84	<p>4-lane On-alignment Alternative is referenced in the 2045 Sheboygan Area Transportation Plan and included in the air quality conformity statement for the Transportation Improvement Program.</p> <p><i>Comment acknowledged.</i></p>	1
85	<p>Supports construction of an interchange at County W as part of the initial build alternative.</p> <p><i>The construction of a Restricted Crossing U-Turn (RCUT) intersection at County W will address the safety and crash issues well into the future. When safety, traffic and other factors warrant, more substantial intersection improvements can be evaluated and may be more expeditiously implemented due to the corridor preservation that will occur with the 4-lane On-alignment Alternative.</i></p>	1
86	<p>Opposed to the changes made to the US 151 bypass and the impact to local traffic.</p> <p><i>The US 151 bypass is outside of the project limits and therefore not part of this project.</i></p>	1
87	<p>Documentation has the predetermined goal of expanding instead of addressing the future needs.</p> <p><i>The corridor's existing and future needs are described in detail in Section 1 (Purpose and Need). In Section 2, a wide Range of Alternatives Carried Forward for Detailed Study are considered to meet the identified needs. During the process of identification of a preferred alternative prior to the release of the 2018 LS SDEIS, fifteen different evaluation criteria pertinent to the WIS 23 corridor were considered. The purpose and need evaluation is detailed in Appendix F. The evaluation criteria were developed to:</i></p> <ul style="list-style-type: none"> <li><i>• Determine how well each alternative met the eight purpose and need factors, which are detailed in Section 1.3.</i></li> <li><i>• Provide the specific detail on how each of the purpose and need factors would be evaluated.</i></li> </ul> <p><i>The evaluation criteria were based on WisDOT and FHWA policy, standards, procedures, and/or state-of-the-practice considerations related to each factor. The Preferred Alternative fully or substantially satisfied 14 of the 15 criteria and moderately satisfied one criterion. The Hybrid Alternative satisfied three criteria fully or substantially, and moderately satisfied 10 criteria. The Passing Lane Alternative fully or substantially satisfied 4 to 5 of the criteria and moderately satisfied one criterion. The No-Build Alternative moderately satisfied 2 of the 15 criteria.</i></p>	1

**Table 7.5-1 Public Comments Received During 2018 LS SDEIS Comment Period and Project Team Responses<sup>5</sup>**

Comment Number	2018 LS SDEIS Comments and Responses	Number of Occurrences
88	<p>The primary impetus for the highway to be considered for expansion was its designation as a Corridors 2020/2030 route - which is a qualitative title that does not reflect increases in traffic or safety concerns.</p> <p><i>In the Connections 2030 plan, goals are to promote transportation safety, foster Wisconsin's economic growth, provide mobility and transportation choice, promote transportation efficiencies, preserve Wisconsin's quality of life, and promote transportation security. In developing the Corridors 2030 Backbone and Connector System, WisDOT used quantitative data to assess corridors. See Section 1.3-C of the 2018 LS SEIS for discussion on the legislative and transportation planning history and a link to the Connections 2030 plan.</i></p> <p><i>The identification of the Preferred Alternative included an evaluation of 15 purpose and need evaluation criteria, which are detailed in Appendix F. Appendix F discusses the 15 purpose and need evaluation criteria considered for each alternative. The evaluation criteria were developed to:</i></p> <ul style="list-style-type: none"> <li><i>• Determine how well each alternative met the eight purpose and need factors, which are detailed in Section 1.3.</i></li> <li><i>• Provide the specific detail on how each of the purpose and need factors would be evaluated.</i></li> </ul> <p><i>The evaluation criteria were based on WisDOT and FHWA policy, standards, procedures, and/or state-of-the-practice considerations related to each factor.</i></p> <p><i>One of the purpose and need evaluation criteria for each alternative considered was System Linkage and Route Importance. The Connector Route designation within Corridors 2030, part of the Connections 2030 Statewide Long-Range Transportation Plan, relates to system linkage and route importance.</i></p>	1
89	<p>Document does not reference a consultant study showing significant safety improvements through the installation of passing lanes.</p> <p><i>The 2014 LS SFEIS included a re-evaluation of the passing lane alternative and noted the consultant study in Appendix J of the 2010 FEIS. The 2014 LS SFEIS dismissed the passing lane alternative because it failed to satisfy the majority of the purpose and need criteria and provided only marginal benefits over the No-Build Alternative. Since the 2018 LS SEIS fully evaluates the passing lane alternative (due to updated traffic data), it does not rely on the analysis in the previous consultant study. See Section 2 for the Range of Alternatives Carried Forward for Detailed Study considered to meet the identified needs.</i></p>	1

**Table 7.5-1 Public Comments Received During 2018 LS SDEIS Comment Period and Project Team Responses<sup>5</sup>**

Comment Number	2018 LS SDEIS Comments and Responses	Number of Occurrences
90	<p>No comparison between various alternatives to show the projected safety impacts. No evidence to show that increasing the number of lanes will reduce the number of fatal and incapacitating injury crashes.</p> <p><i>The Preferred Alternative Identification Memorandum, included in Appendix F, describes the anticipated safety benefits of each alternative. The evaluation matrix (Table 5.01) serves as the relative comparison between alternatives for all purpose and need factors, including safety. Appendix F discusses the 15 purpose and need evaluation criteria considered for each alternative. The evaluation criteria were developed to:</i></p> <ul style="list-style-type: none"> <li>• <i>Determine how well each alternative met the eight purpose and need factors, which are detailed in Section 1.3.</i></li> <li>• <i>Provide the specific detail on how each of the purpose and need factors would be evaluated.</i></li> </ul> <p><i>The evaluation criteria were based on WisDOT and FHWA policy, standards, procedures, and/or state-of-the-practice considerations related to each factor.</i></p> <p><i>Reducing total and KAB (fatal and injury) crashes is expected to be best accomplished by the Preferred Alternative. The countermeasures introduced with the Preferred Alternative address the crash types most commonly associated with KAB (fatal and injury) crashes along the 2-lane portion of the corridor, of which most are tied to vehicles crossing the centerline or intersections.</i></p> <p><i>Section 2.8 of the 2018 LS SFEIS includes a more detailed discussion of safety statistics and countermeasures included with each of the alternatives.</i></p>	1
91	<p>With a significant number of roadway departure crashes occurring during periods of snow and ice, increasing the number of lanes may exacerbate crashes.</p> <p><i>WisDOT has reviewed run-off-road (ROR) crash rate data for different roadway types. The data shows a 4-lane expressway posted at 65 miles per hour (mph) has a lower ROR crash rate (total crashes and KAB [fatal and injury]) and a higher weather-related crash rate than 2-lane rural highways with daily traffic volumes over 7,000 vehicles per day. A 4-lane expressway posted at 55 mph has lower ROR and weather-related crash rates than 2-lane rural highways with daily traffic volumes over 7,000 vpd.</i></p> <p><i>The listing of Crash Reduction Factors within Appendix F is not exhaustive. Examples of other countermeasures reviewed but not incorporated into the analysis for the study alternatives include cable guard, centerline rumble strips, and outside shoulder rumble strips. Further review of these countermeasures will occur during final design.</i></p>	1

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Comment Number	2018 LS SDEIS Comments and Responses	Number of Occurrences
92	<p>Concerns of increasing traffic also are overblown, as revealed by the lower 2017 traffic counts presented in the document. While some comments indicate that this may be because drivers are taking alternative routes, this has not been corroborated by a more comprehensive study. With significant shifts occurring in Wisconsin's demographics--a rapidly aging population who are unable or unwilling to drive, and young people driving less and depending on public transportation, walking and biking more--the projected increases in traffic are unlikely to materialize, and the 2017 counts appear to validate this trend.</p> <p><i>The traffic counts performed in 2017 were generally lower than traffic counts performed on the corridor in 2012 and 2015. Even though traffic counts have gone down, the Northeast Region Travel Demand Model indicates moderate future growth along the WIS 23 corridor. Refer to Section 1.3.D and Appendix B for details on traffic volumes.</i></p> <p><i>During the 2018 LS SEIS public comment period, 48 people indicated that they avoid driving WIS 23 because of safety concerns. Several business owners are included in these comments, instructing employees or trucks traveling to/from the business to use routes other than WIS 23. The 2018 LS SEIS documents the concerns of the public for this matter. The data requirements and evaluation of mainline and intersection traffic operations along WIS 23 are explained in detail within Appendix A.</i></p> <p><i>See Section 4.5 and Appendix E for population age demographic information. See Section 1.3-D and Appendix B for more discussion on existing and future demographic data used for the WIS 23 traffic forecasts.</i></p>	1

**Table 7.5-1 Public Comments Received During 2018 LS SDEIS Comment Period and Project Team Responses<sup>5</sup>**

Comment Number	2018 LS SDEIS Comments and Responses	Number of Occurrences
93	<p>With most concerns only occurring on specific portions of the highway, spot improvements to mitigate those appear to be the most cost effective and environmentally friendly options. One concern appears to be a large number of access points along the corridor--fixing this does not require full-scale expansion. Methods to systematically reduce the number of access points along the route will likely suffice. Similarly, higher crash rates are only seen at certain portions of the highway--focusing on those areas, instead of expanding capacity along the entire section appears to be more prudent.</p> <p><i>The large number of access points along the corridor is one of the safety concerns for WIS 23. Access point reduction is best accomplished with the Preferred Alternative, as seen in Section 2, Table 2.6-1. See the evaluation matrix (Table 5.0-1) in Appendix F for more detail on how well each alternative reduces access.</i></p> <p><i>The range of build alternatives were developed to address the eight purpose and need factors and included improvements at intersections with higher crash rates. All of the build alternatives that were evaluated included some level of intersection and other safety improvements. See Section 2.8 for a detailed discussion of the suitability of safety improvement strategies among the alternatives. The purpose and need evaluation detailed in Appendix F discusses the 15 purpose and need evaluation criteria considered for each alternative. The evaluation criteria were developed to:</i></p> <ul style="list-style-type: none"> <li>• <i>Determine how well each alternative met the eight purpose and need factors, which are detailed in Section 1.3.</i></li> <li>• <i>Provide the specific detail on how each of the purpose and need factors would be evaluated.</i></li> </ul> <p><i>The evaluation criteria were based on WisDOT and FHWA policy, standards, procedures, and/or state-of-the-practice considerations related to each factor. The discussion about the evaluation criteria considered and the reasons for identification are discussed in detail in Appendix F. The Passing Lane Alternative, which includes intersection improvements, fully or substantially satisfied 4 to 5 of the 15 criteria and moderately satisfied one criterion. The Preferred Alternative fully or substantially satisfied 14 of the 15 criteria and moderately satisfied one criterion. Intersection improvements that satisfactorily address safety and other purpose and need criteria are more easily achievable with the 4-lane On-alignment Alternative.</i></p> <p><i>Improvements to specific portions of the 2-lane highway, such as introducing a median, WIS 23 U-turns, and/or adding WIS 23 turn lanes at intersections, would further restrict the amount of passing opportunities for WIS 23 through traffic. Intersection treatments, such as Restricted Crossing U-Turns and reducing access, that are possible with a 4-lane divided roadway are not as feasible or common with a 2-lane roadway.</i></p>	1
94	<p>Funding is not being used for more pressing requirements like fixing potholes and investing in public transportation.</p> <p><i>WisDOT evaluates roadway improvement priorities throughout the state and seeks to make efficient use of taxpayer monies. Majors project funding that would be used for WIS 23 cannot be used for maintenance or public transportation. If funding appropriated for the WIS 23 project is not used for WIS 23, it could only be shifted to other Majors projects.</i></p>	1
95	<p>Alternative back roads are in extremely rough shape and will need to be updated.</p> <p><i>Improving other roadways is outside of the project limits and therefore not part of this project.</i></p>	1
96	<p>Supports WisDOT's Connections 2030.</p> <p><i>Comment acknowledged.</i></p>	1
97	<p>Supports WisDOT's findings in Section 1 as well as several other sections and appendices.</p> <p><i>Comment acknowledged.</i></p>	1
98	<p>Wisconsin roads are in poor condition.</p> <p><i>Comment acknowledged.</i></p>	1

**Table 7.5-1 Public Comments Received During 2018 LS SDEIS Comment Period and Project Team Responses<sup>5</sup>**

Comment Number	2018 LS SDEIS Comments and Responses	Number of Occurrences
99	<p>Total fatal crashes from the start of the project to now (1999-2016) is 19 with 6 in the last five years. There is an increase of fatal or serious injury accidents along the project route.</p> <p><i>The history of the project does extend back to 1999 as discussed in Section 1. WisDOT considers the most recent five years of crash data available for safety analysis efforts. Each of the build alternatives address safety to some degree. The Preferred Alternative best addresses safety needs. Refer to ES.6, Section 2.8 and Appendix F for details.</i></p>	1
100	<p>WisDOT has properly concluded that safety risks associated with the current 2-lane design are only substantially mitigated with the 4-lane On-alignment option (Appendix F-27). While WisDOT's data and analyses are thorough and support the safety need for the Project, the human element should be further highlighted.</p> <p><i>Crash Modification Factors (CMF) and Crash Reduction Factors (CRF). discussed in Section 2. 8 take into account human elements, as do current design standards.</i></p>	1
101	<p>Well-maintained and functional highways and bridges are a critical component to economic stability and growth. Highway accessibility is one of the most significant factors influencing business decisions to locate or relocate.</p> <p><i>Comment acknowledged.</i></p>	1
102	<p>The analytical deficiencies found by the District Court have been corrected.</p> <p><i>Comment acknowledged.</i></p>	1
103	<p>It is the fault of the state and counties that continue to put budget before people's lives.</p> <p><i>Comment acknowledged.</i></p>	1
104	<p>For political reasons this road has been overlooked or held down for other people's agendas.</p> <p><i>Comment acknowledged.</i></p>	1
105	<p>Saturate the highway with patrol cars in an attempt to eliminate drivers thru multiple ticketing, thus, opening up more space for safer drivers.</p> <p><i>Enforcement alone does not address all of the Purpose and Need factors for the project. Each of the build alternatives address safety to some degree. The Preferred Alternative best addresses safety needs. Speed enforcement is outside the scope of the project and is the responsibility of enforcement agencies. Refer to Appendix F, page F-27 for details on safety improvements.</i></p>	1
106	<p>Establish a local transit service between Fond du Lac and Sheboygan. There are many communities that could be linked together with a common transit system.</p> <p><i>Transit and alternative modes of travel were reviewed in the 2014 LS SFEIS and dismissed for not addressing components of the project Purpose and Need. This 2018 LS SEIS adopts the decisions of the 2014 LS SFEIS to eliminate the Transit Alternative from further consideration. See the 2014 LS SFEIS for more information.</i></p>	1
107	<p>Put the money into law enforcement and make speeding just as tough as getting caught for a DUI with jail time. WIS 23 isn't killing people, the speed that people drive is killing people. Educate people on speed and slow people down.</p> <p><i>Speed enforcement is outside the scope of the project and is the responsibility of enforcement agencies. Refer to Appendix F, page F-27 for details on safety improvements.</i></p>	1
108	<p>If passing lanes are added they need to include line markings guiding cars to the right lane like SW Region.</p> <p><i>The Preferred Alternative is the 4-lane On-alignment Alternative with Corridor Preservation. This alternative provides two travel lanes in each direction, eliminating the need for passing lane markings.</i></p>	1

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Comment Number	2018 LS SDEIS Comments and Responses	Number of Occurrences
109	The roadway needs a fresh painted white strip to indicate the edge of the crappy road.  <i>In Sheboygan County an overlay was completed in 2018. In Fond du Lac County, from County UU to Log Tavern Road, an overlay was completed in 2014. Both projects included white pavement marking at the outside edge of the travel lanes.</i>	1
110	Opposes access changes to farm property including no direct access from the farm driveway across the highway to the opposite side of WIS 23.  <i>WisDOT has coordinated and will continue to coordinate with the farm property. Final design will take into consideration the farm owner's concerns.</i>	1
111	Where will the excessive water from the project be routed. Water flooding is damaging the farm land and impeding the ability to operate the farm.  <i>WisDOT has coordinated and will continue to coordinate with the farm property. Final design will take into consideration the farm owner's concerns.</i>	1
112	Supports on and off ramps at major crossing routes.  <i>The Preferred Alternative is the 4-lane On-alignment Alternative with Corridor Preservation. This alternative provides two travel lanes in each direction and interchanges with on and off ramps at County UU and County G, and a jughandle intersection at County K. Other major crossings will be further evaluated when safety, traffic, and other factors are warranted.</i>	1
113	Requests that WIS 23 be renamed to WIS 82.  <i>Comment acknowledged.</i>	1
114	There are ample nearby recyclable materials that can be utilized in the construction to minimize cost and environmental impact.  <i>Comment acknowledged.</i>	1
115	Supports additional lane for merging traffic to get up to speed.  <i>The Preferred Alternative is the 4-lane On-alignment Alternative with Corridor Preservation. This alternative provides merge lanes at interchanges as traffic enters WIS 23. Current design standards do not require acceleration lanes at intersections.</i>	1
116	Supports upgrading the surface of WIS 23 to improve the quality of the ride.  <i>In Sheboygan County an overlay was completed in 2018. In Fond du Lac County, from County UU to Log Tavern Road, an overlay was completed in 2014.</i>	1
117	Supports Restricted Crossing U-Turns  <i>Comment acknowledged.</i>	1
118	Westbound semi-trailer trucks will pass on the gravel (shoulder) [to get around] cars that are slowed to make a left-hand turn into Wade House Carriage Museum.  <i>The preferred alternative, 4-lane On-alignment with Corridor Preservation, will provide a left-turn bay for westbound vehicles at the Wade House Historic Site access drive.</i>	1