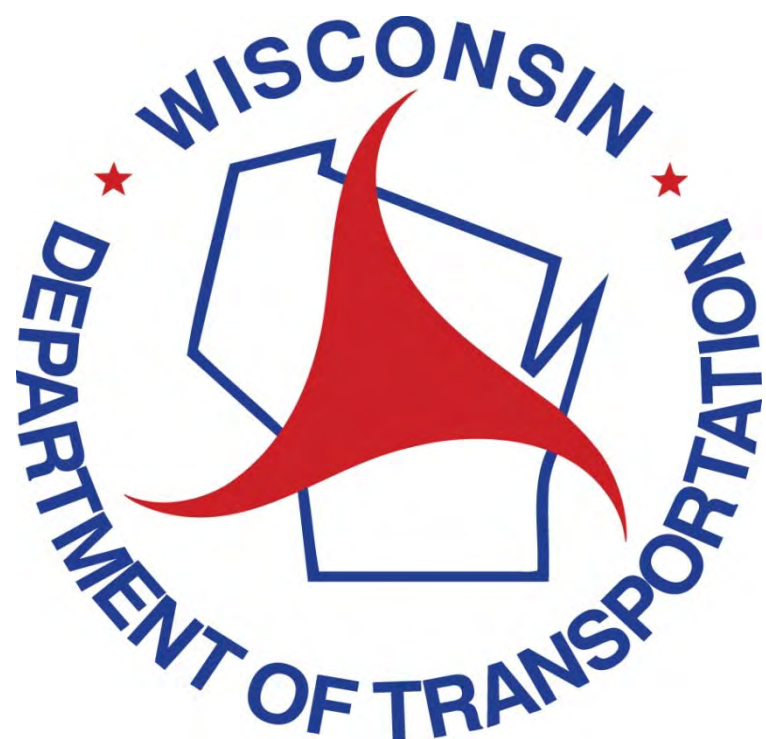


Public Hearing

June 19, 2018
UW-Fond du Lac



Public Hearing

June 19, 2018
UW-Fond du Lac

COURT REPORTER

To respect the privacy of those
testifying, please wait here until the
court reporter is available

COURT REPORTER

To respect the privacy of those
testifying, please wait here until the
court reporter is available

REAL ESTATE

How to testify (comment)

Tonight's meeting is being conducted as a hybrid hearing. A hybrid public hearing provides opportunities to provide verbal comments to a court reporter both publically before an audience, as well as privately at a table. FHWA and WisDOT will be accepting comments on the 2018 LS SDEIS by July 31, 2018. There are three ways that you can submit comments.

- You may verbally testify (comment) privately to a court reporter in the Commons area. Please fill out the registration slip and give it to the court reporters when they are available. These comments will be transcribed and become part of the hearing record.
- You may verbally testify publicly to a court reporter in the Prairie Theater at tonight's hearing. The formal public hearing will start after the summary presentation and questions, expected at 7 p.m. Your comments will be transcribed and become part of the hearing record. Please limit your comments to 3 minutes until everyone that would like to testify in public has had an opportunity to speak. If after that you would like to make additional public comments, you will be given the opportunity to speak again until the hearing concludes at 8 p.m.
- You may provide written comments at tonight's meeting by placing them in a comment box. A written testimony form is included in the hearing handout packet for your use. You may also provide comments after tonight's meeting by mailing or e-mailing:

Bryan Lipke – WisDOT Project Manager
WisDOT Northeast Region Office
944 Vanderperren Way
Green Bay, WI 54304-5344
Bryan.Lipke@dot.wi.gov

Tonight's agenda

6 p.m.

Open house – please examine exhibits

You may comment privately to a court reporter in the Commons area.

6:30 p.m.

Project Presentation in Prairie Theater

You may continue to comment privately to a court reporter in the Commons area.

~7 p.m.

Formal Public Hearing

You may comment publicly to a court reporter in the Prairie Theater until all interested parties have provided testimony or 8 p.m., whichever occurs first.

You may continue to comment privately to a court reporter in the Commons area.

**Following Formal
Public Hearing or
until 8 p.m.**

Open house – please examine exhibits

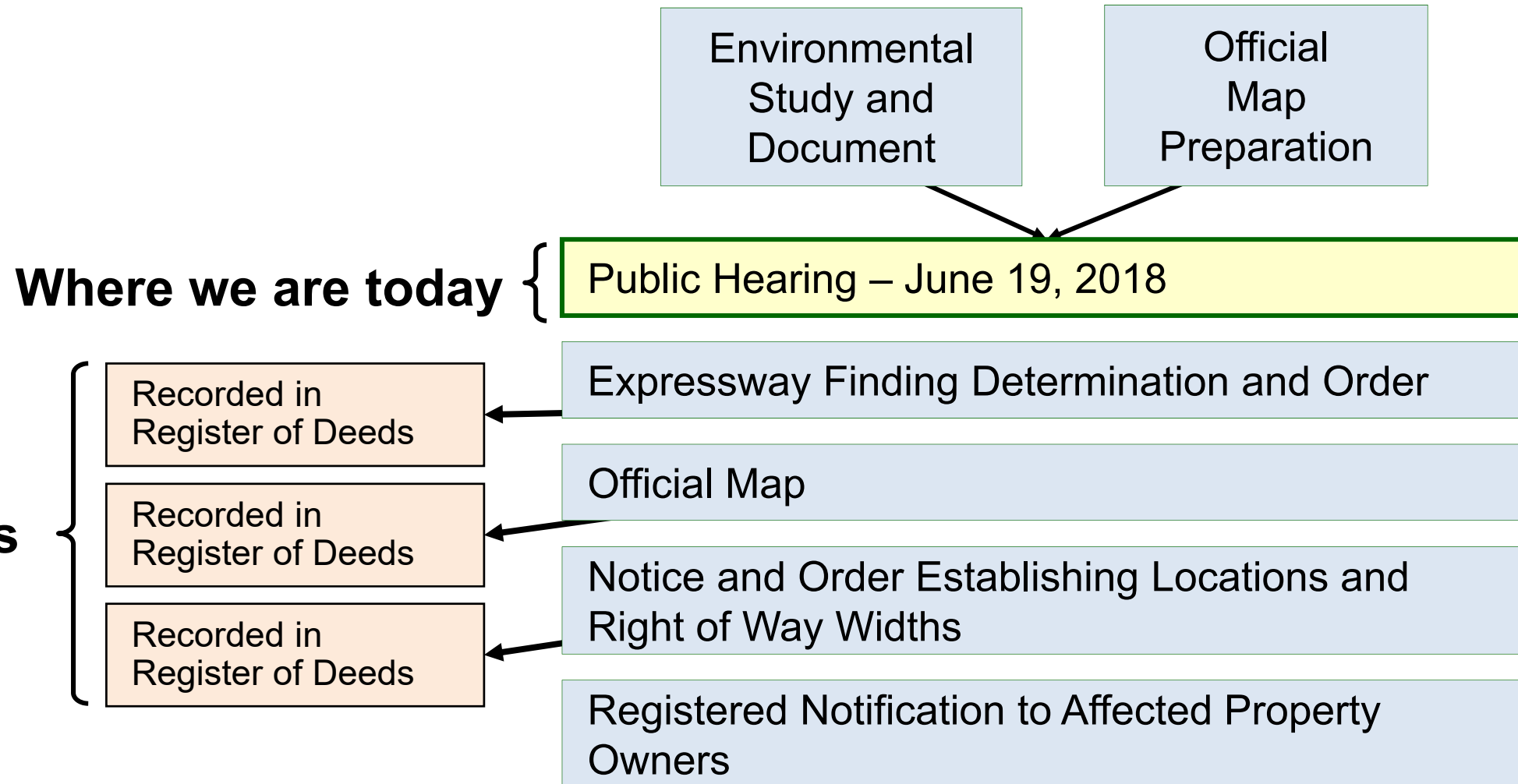
You may continue to comment privately to a court reporter in the Commons area.

Why preserve right of way with State Statute 84.295(10)?

- WIS 23 is a Connector route in Corridors 2030, part of the *Connections 2030 Statewide Long-Range Transportation Plan*. The route is also a National Highway System (NHS) route and a major link between I-43 and I-41.
- In Wisconsin State Statute 84.295(10), WisDOT is given the authority to establish locations and right-of-way widths for future freeways or expressways.
 - State Statute 84.295(10) is sometimes informally termed, “official mapping.”
 - The preservation action does not impact resources in the mapped area, except that property owners wishing to erect or alter a structure within the mapped area must give WisDOT 60-days notice before beginning construction.
 - Through the official mapping action, conflicts with economic development can be minimized or avoided in the corridor preservation areas.
- Official mapping will be used to preserve right of way for future improvements, such as:
 - Grade separations (Overpasses) at Tower Road, 7 Hills Road, Scenic View Drive, and Sugarbush Road
 - Cul-de-sacs at Poplar Road, County W south, Hinn Road, and Plank Road
 - Rerouting of County W south to County W north (roughly along Poplar Road and Loehr Road)
 - Diamond Interchanges at County W north and County A intersections

State Statute 84.295(10) process

Wisconsin State Statute 84.295(10) is used to designate freeways and expressways within the state. With the statute, WisDOT can preserve right of way for improvements that may be implemented in the future. For WIS 23, right-of-way preservation for future County W and County A interchanges as well as several overpasses, cul-de-sacs, and other improvements are being proposed.

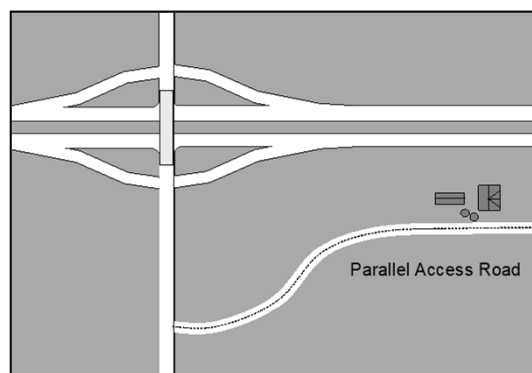


Example documents

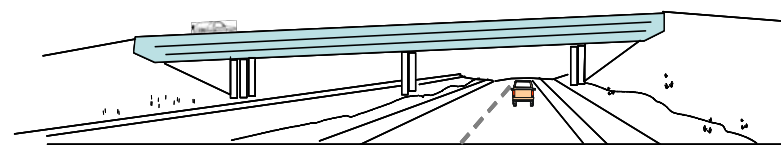
What are the benefits to expressways?

Expressways*

- Are able to accommodate higher traffic volumes.
- Have longer useful life and lower costs over the total design life when accounting for fuel efficiency, travel time, and crashes.
- Expressways may have a few or a limited number of safe at-grade driveways or intersections.
 - Low-volume intersections and driveways may remain in place in the original design, but may be converted over time to right-in/right-out entry or have other safety considerations added to their functionality.
 - Side road intersections may also be replaced with interchanges, RCUTs, grade separations, or cul-de-sacs over time.



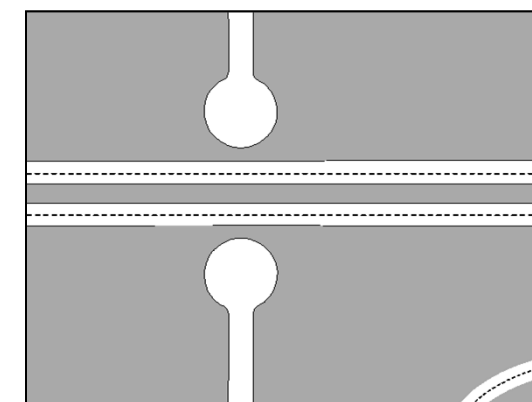
Interchange



Grade separation



Restricted Crossing U-turn (RCUT)



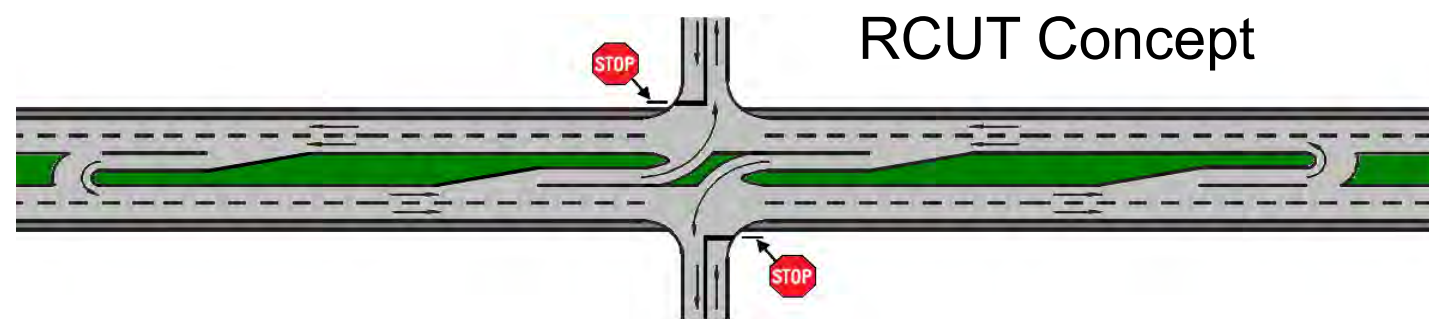
Cul-de-sacs

* An expressway is a high-speed divided highway with access partially or fully controlled.

What is a Restricted Crossing U-Turn (RCUT)?

RCUTs, also known as J-turns, are being planned at several high-volume intersections. This intersection concept:

- RCUTs are located on WIS 23 east of the project corridor.
- Maintains all movements at the intersection, but in a safer fashion.
- Allows right-in/right-out/left-in movements.
- Removes the most crossing conflicts and hazardous movements from the intersection.
- Has drivers turning left from the side road to take a right and then take a U-turn at an appropriate distance from the intersection.
- Has drivers traveling through from the side road, take a right and then take a U-turn at an appropriate distance from the intersection and then make a right onto the side road.
- Has been successfully used in Wisconsin and several other states to improve intersection safety.
- See link for more information on RCUTs in Wisconsin: <http://wisconsindot.gov/Pages/safety/safety-eng/j-turn.aspx>



Roundabouts

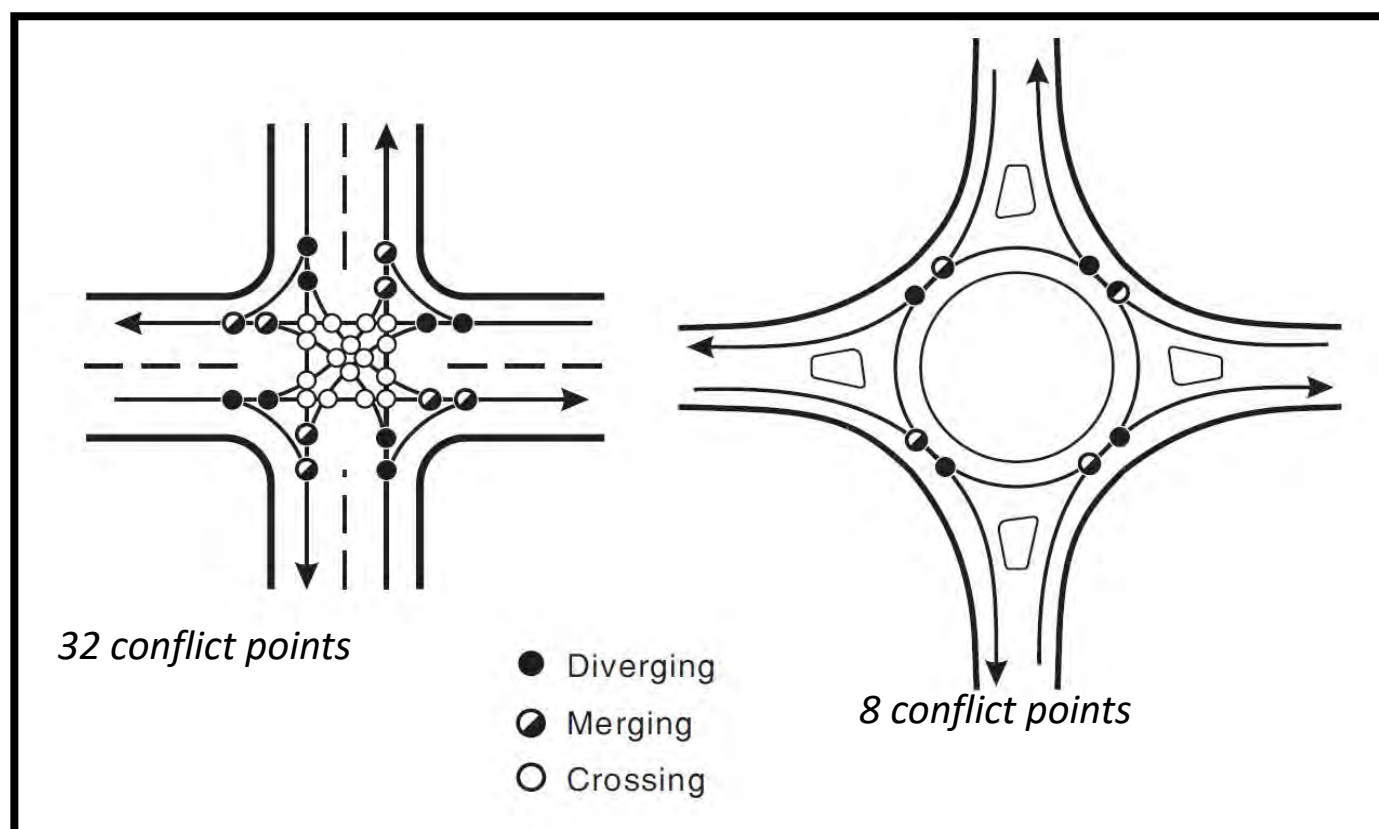
Roundabouts are proposed at Wisconsin American Parkway and may be incorporated at the County K jug-handle intersections, County UU interchange ramps, and County G interchange ramps.

How do roundabouts affect safety?

- Roundabouts promote safety by removing left turning and crossing movements that create potentially serious crashes.
- Installing roundabouts in place of traffic signals can also reduce the likelihood of rear-end crashes.
- A 2015 Wisconsin safety study showed that roundabouts provided a 40 percent reduction in fatal and injury crashes.

What are the benefits of roundabouts?

- Are proven to reduce the number of severe injury crashes and deaths.
- Provide a good economic value.
- Reduce delay and improve traffic flow.
- Are a greener alternative with less vehicle idling, lower fuel emissions and less wasted fuel.




Conflict reduction

For more information, see: <http://wisconsindot.gov/Pages/safety/safety-eng/roundabouts/faq.aspx>

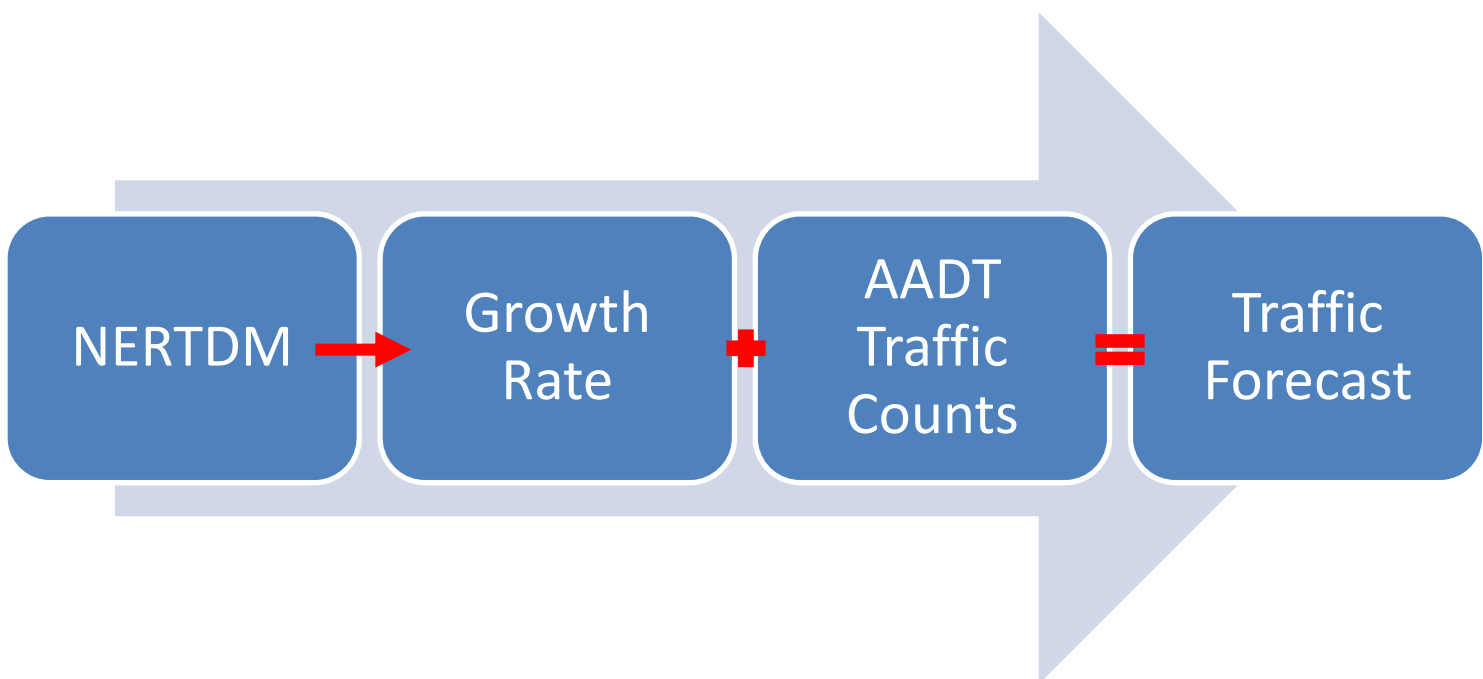


Limited Scope Supplemental Draft Environmental Impact Statement (LS SDEIS)

- Supplements the combined Limited Scope Supplemental Final EIS (LS SFEIS)/Record of Decision (ROD) that was released in March 2014. This 2018 LS SDEIS:
 - Updates and explains the methodology used to develop the traffic forecasts.
 - Explains the role of demographic data in the traffic forecasts.
 - Addresses new or changed impacts to the human and natural environment since the March 2014 LS SFEIS.
 - Reviews the evaluation of reasonable alternatives in light of updated demographic, traffic, and environmental data.
- The 2018 LS SDEIS is available for review at this public hearing and can be seen on WisDOT's website at: <http://wisconsindot.gov/Pages/projects/by-region/ne/wis23exp/default.aspx> (or scan barcode) 
- Please give your comments on the 2018 LS SDEIS by July 31, 2018 via:
 - Providing verbal testimony (comments) at this public hearing.
 - Providing written testimony at this public hearing.
 - Mail or email your comments to: Bryan Lipke, Project Manager
WisDOT Northeast Region
944 Vanderperren Way
Green Bay, WIS 54304-5344
Bryan.Lipke@dot.wi.gov

How WisDOT develops and uses traffic forecasts

The Northeast Region Travel Demand Model (NERTDM) was a key tool used in developing the traffic forecasts for the WIS 23 project. The computerized NERTDM is based on current and projected land uses as well as existing and projected roadway networks.



Traffic volumes are expressed as average annual daily traffic (AADT). The AADT volumes reflect average annual traffic conditions that account for daily and seasonal variations. The most recent traffic volumes (also referred to as the existing traffic volumes) were derived from traffic counts taken during the summer of 2017.

WHAT GOES INTO THE FORECAST

SOCIO-ECONOMIC FACTORS (Travel Demand Model)



Household data
Current data (Census);
projected Data (WI Dept
of Admin, Metropolitan
Planning Organizations)



Employment data
Retail, service and
other jobs

ADDITIONAL FACTORS



STRENGTH
OF DATA

Forecasting experts review the quality of the input data and examine the data for reasonableness.



LOCAL
KNOWLEDGE

Forecasting experts coordinate with local planners and engineers to validate data sources, understand the context of the project and assess local travel.



INSIGHT
ON FUTURE
CONDITIONS

Forecasting experts consider potential changes in land use and the transportation system, as well as other future conditions.

USING THE FORECAST

WisDOT uses the traffic forecast volumes for several study analyses:



Traffic operations
analysis



Safety
analysis



Noise
analysis



Air quality
analysis



Structure,
intersection,
and pavement
design

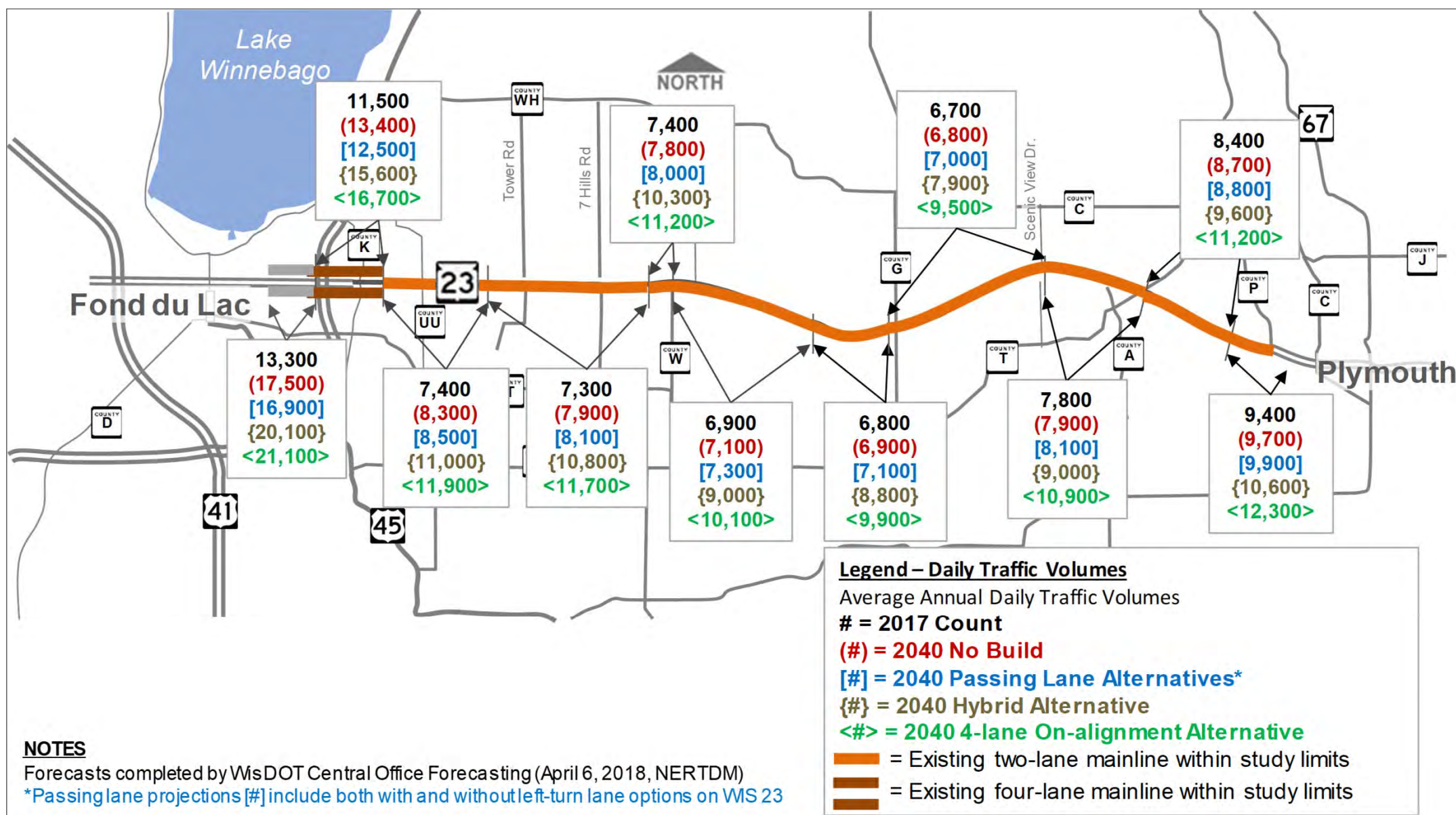
For more information
WIS 23 Forecast described in Appendix B of the 2018 LS SDEIS
WisDOT Transportation Planning Manual
wisconsindot.gov/Documents/projects/data-plan/plan-res/tpm/9.pdf (scan barcode at right)
Jen Murray, WisDOT Program and Policy Chief 608-264-8722 Jennifer.murray@dot.wi.gov



Spring 2018 traffic forecast

The traffic forecasting analysis developed for and presented in the main body of the WIS 23 2018 LS SDEIS used the most recent version of the Northeast Region Travel Demand Model (NERTDM) and recent traffic counts to develop forecasts for the No-Build Alternative and each of the Build Alternatives.







The figure below shows the WIS 23 corridor 2040 forecasts for each of the alternatives evaluated.



Level of Service (LOS)

LOS is a measure that quantifies the amount of delay or congestion a particular travel mode experiences. It ranges from LOS A (excellent conditions) to LOS F (extremely congested conditions). The Highway Capacity Manual provides methodologies for calculating LOS for different modes (ie walking, biking, and motor vehicles) as well as different highway types (ie urban streets, two-lane highways, and freeways).

Level of Service for Two-lane Highways

Level of Service	Flow Conditions	Percent Time Spent Following	Technical Descriptions
A 1.01-2.00		<35%	Highest quality of service. Free traffic flow with few restrictions on maneuverability or speed. Excellent conditions
B 2.01-3.00		35-50%	Stable traffic flow. Speed becoming slightly restricted. Low restriction on maneuverability. Very good conditions
C 3.01-4.00		50-65%	Stable traffic flow, but less freedom to select speed, change lanes or pass. Good conditions
D 4.01-5.00		65-80%	Traffic flow becoming unstable. Speeds subject to sudden change. Passing is difficult. Moderately congested conditions
E 5.01-6.00		>80%	Unstable traffic flow. Speeds change quickly and maneuverability is low. Severely congested conditions
F >6.00		Demand Exceeds Capacity	Heavily congested traffic. Demand exceeds capacity and speeds vary greatly. Extremely congested conditions

Adapted from Caltrans graphic

WIS 23 Traffic Operations under Different Alternatives

For WIS 23, currently a two-lane highway, LOS is measured in percent time spent following (PTSF) as well as average speed.

The desirable LOS is C, or at or below the numeric LOS of 4.0 for rural and small urban areas.

County UU to County G

	No-Build		Passing Lane Alternative Without Left Turn Lanes		Passing Lane Alternative With Left Turn Lanes		Hybrid Alternative		4-lane On-alignment Alternative	
	EB	WB	EB	WB	EB	WB	EB ^[1]	WB ^[1]	EB ^[1]	WB ^[1]
LOS 2017 (Numeric)	4.17	4.18	2017 values are not shown for the Passing Lane, Hybrid, and 4-lane On-alignment Alternatives since 2017 represents an existing condition.							
LOS 2017	D	D								
% Following 2040	66.3%	66.6%	53.1%	52.8%	54.8%	54.3%	--	--	--	--
LOS 2040 (Numeric)	4.09	4.11	3.21	3.19	3.32	3.29	--	--	--	--
LOS 2040	D	D	C	C	C	C	A	A	A	A

[1] Note that % following is not shown in alternatives with 4-lane cross section because it is not a variable in determining LOS

County G to County P

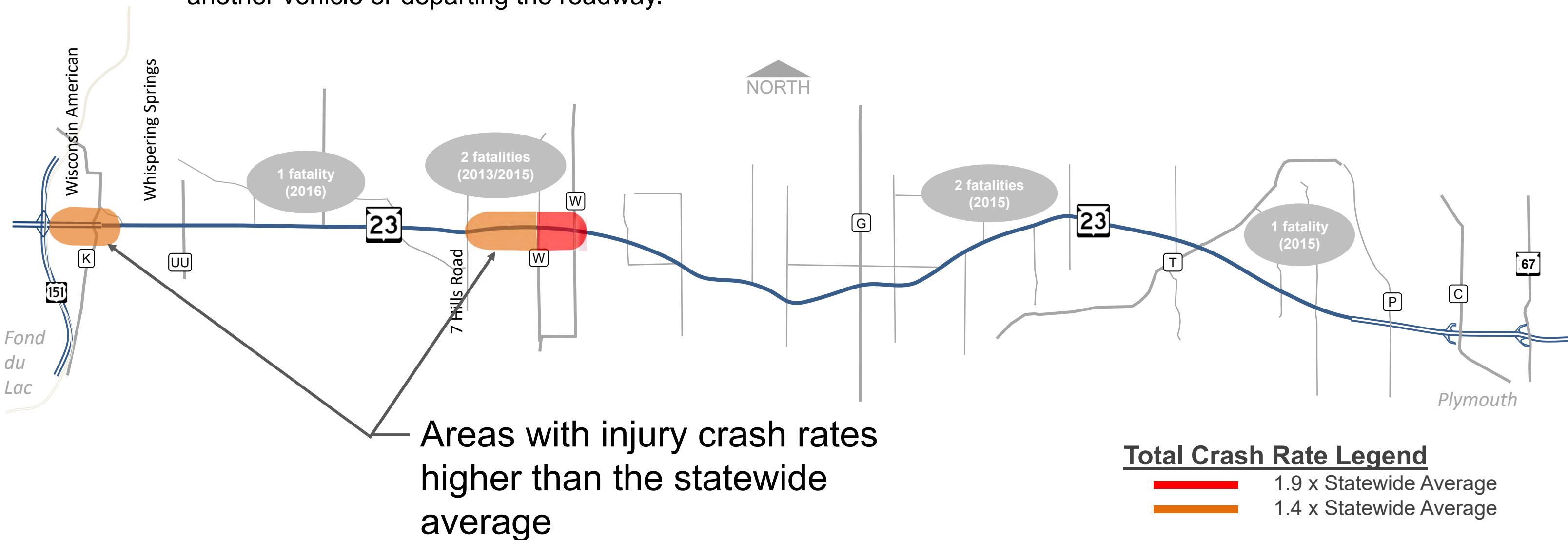
	No-Build		Passing Lane Alternative Without Left Turn Lanes		Passing Lane Alternative With Left Turn Lanes		Hybrid Alternative		4-lane On-alignment Alternative	
	EB	WB	EB	WB	EB	WB	EB	WB	EB ^[1]	WB ^[1]
LOS 2017 (Numeric)	3.95	4.09	2017 values are not shown for the Passing Lane, Hybrid, and 4-lane On-alignment Alternatives since 2017 represents an existing condition.							
LOS 2017	C	D								
% Following 2040	62.0%	64.9%	62.0%	52.6%	64.2%	54.7%	67.7%	55.7%	--	--
LOS 2040 (Numeric)	3.80	3.99 ^[2]	3.80	3.17	3.95 ^[3]	3.31	4.05 ^[4]	3.38	--	--
LOS 2040	C	C	C	C	C	C	D	C	A	A

[1] Note that % following is not shown in alternatives with 4-lane cross section because it is not a variable in determining LOS
 [2] The numeric LOS range for LOS C is 3.01 to 4.00, and for LOS D the range is 4.01 to 5.00. For County G to County P westbound, the 2040 No-Build LOS of 3.99 is just 0.02 away from LOS D.
 [3] For County G to County P westbound, the 2040 Passing Lane Alternative LOS of 3.95 is just 0.06 away from LOS D.
 [4] For County G to County P westbound, the 2040 Hybrid Alternative LOS of 4.05 is just 0.05 away from LOS C. The Hybrid Alternative operates slightly worse than the Passing Lane Alternative because more traffic is drawn to WIS 23.

Crash rates (severe injuries)

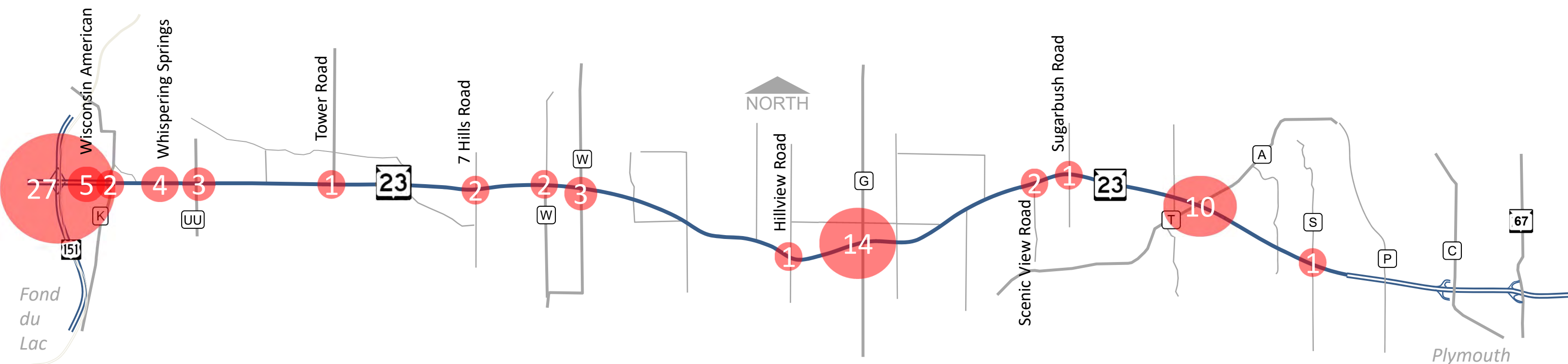
Several portions of the corridor had a five-year (2012 through 2016) severe-injury (or KAB) average crash rate above the Statewide Average Crash Rate for rural state trunk highways.

- There were a total of 6 fatal crashes along the corridor from 2012 through 2016. In addition to the fatal crashes, nine A-level (incapacitating), and 27 B-level (non-incapacitating) injury crashes occurred along the corridor.
- Approximately half of the KAB crashes can be tied to vehicles crossing the centerline and either colliding with another vehicle or departing the roadway.



Crash rates (intersections)

There are sections of the corridor that have higher crash frequencies and the crashes tend to be more severe. On high-priority corridors such as WIS 23, it is desirable to reduce as many risk factors as possible that contribute to crashes, particularly at intersections. The figure below shows crashes that occurred at intersections during the five-year period of 2012 through 2016.

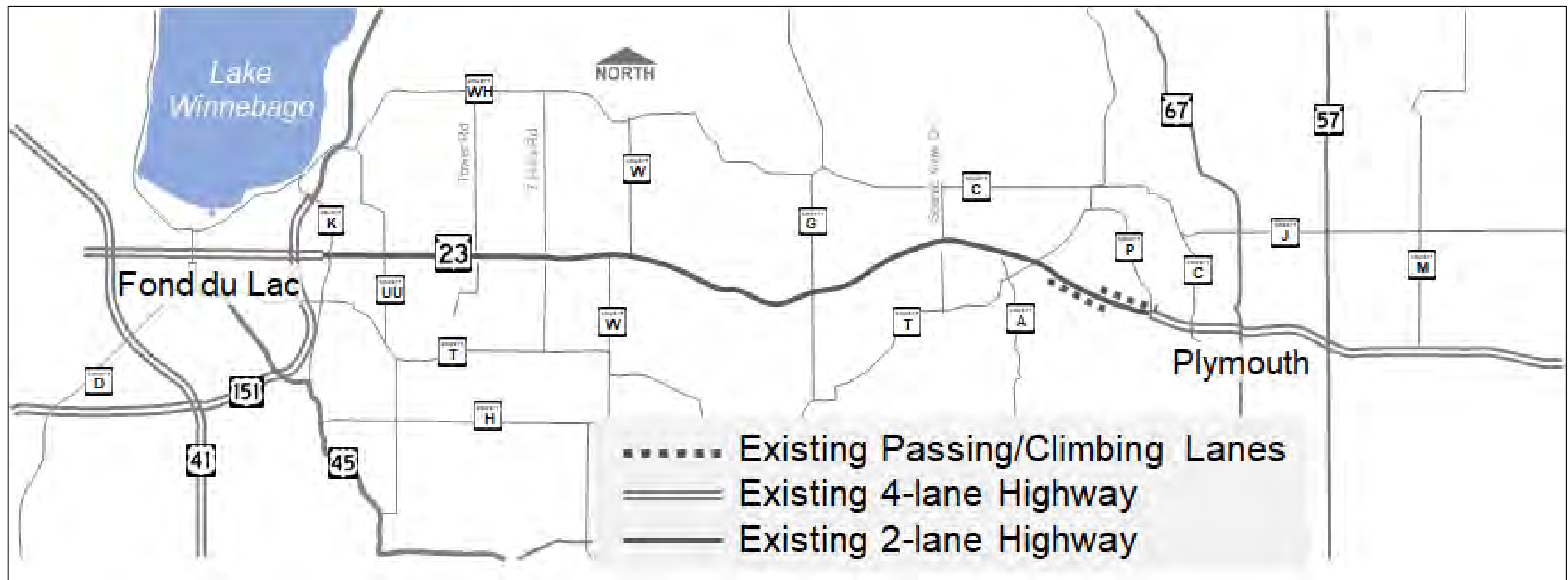


Total Crashes Legend

Number of Crashes

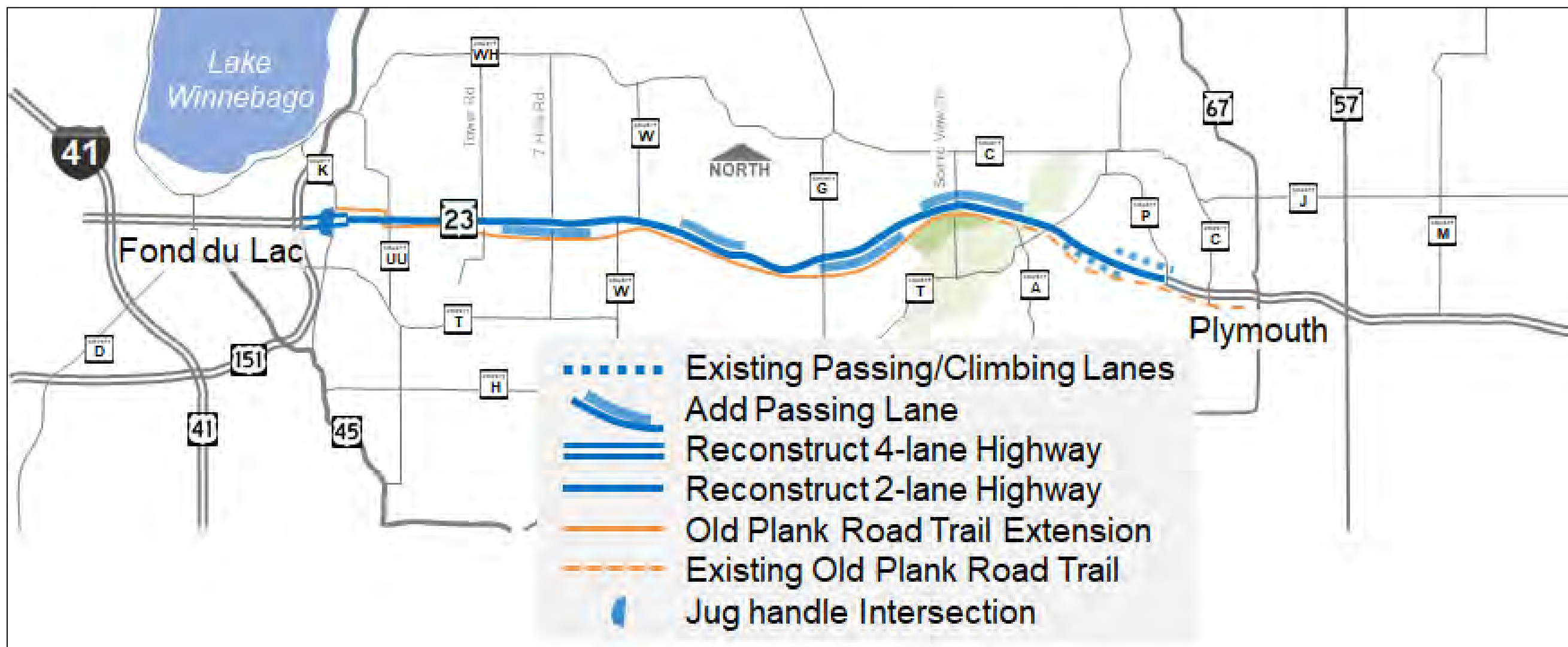
No-Build Alternative

The No-Build Alternative involves the continued use of existing WIS 23 between the project limits of US 151 and County P without reconstruction or enhancements of the existing roadway. It includes routine maintenance activities necessary to keep the highway infrastructure in satisfactory condition.



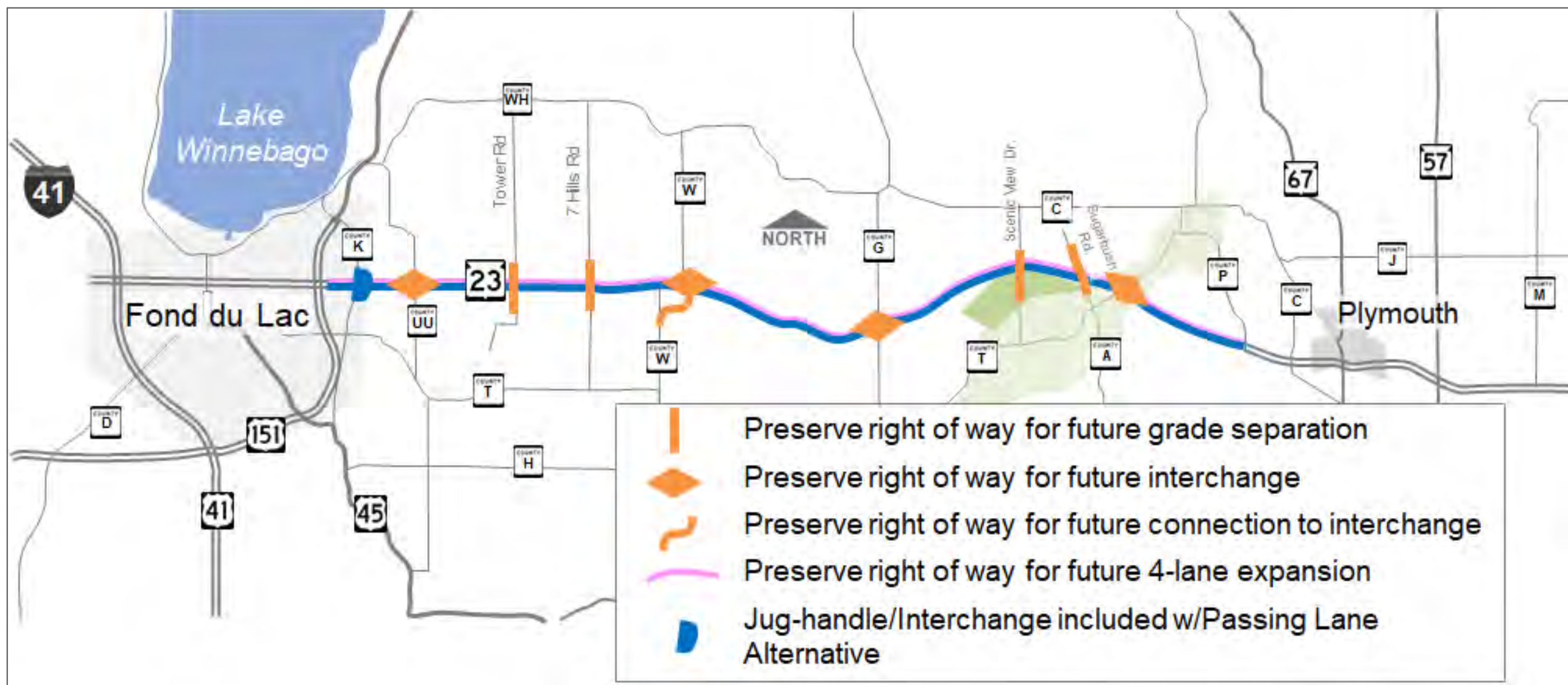
Passing Lane Alternative

The Passing Lane Alternative installs two passing lanes in the eastbound direction and two passing lanes in the westbound direction to complement the existing eastbound and westbound climbing lanes located between County A and County P in Sheboygan County. There are two suboptions with the Passing Lane Alternative: one includes left-turn lanes at higher volume intersections and one does not include left-turn lanes. In both, the Old Plank Road Trail would be extended west to the city of Fond du Lac.



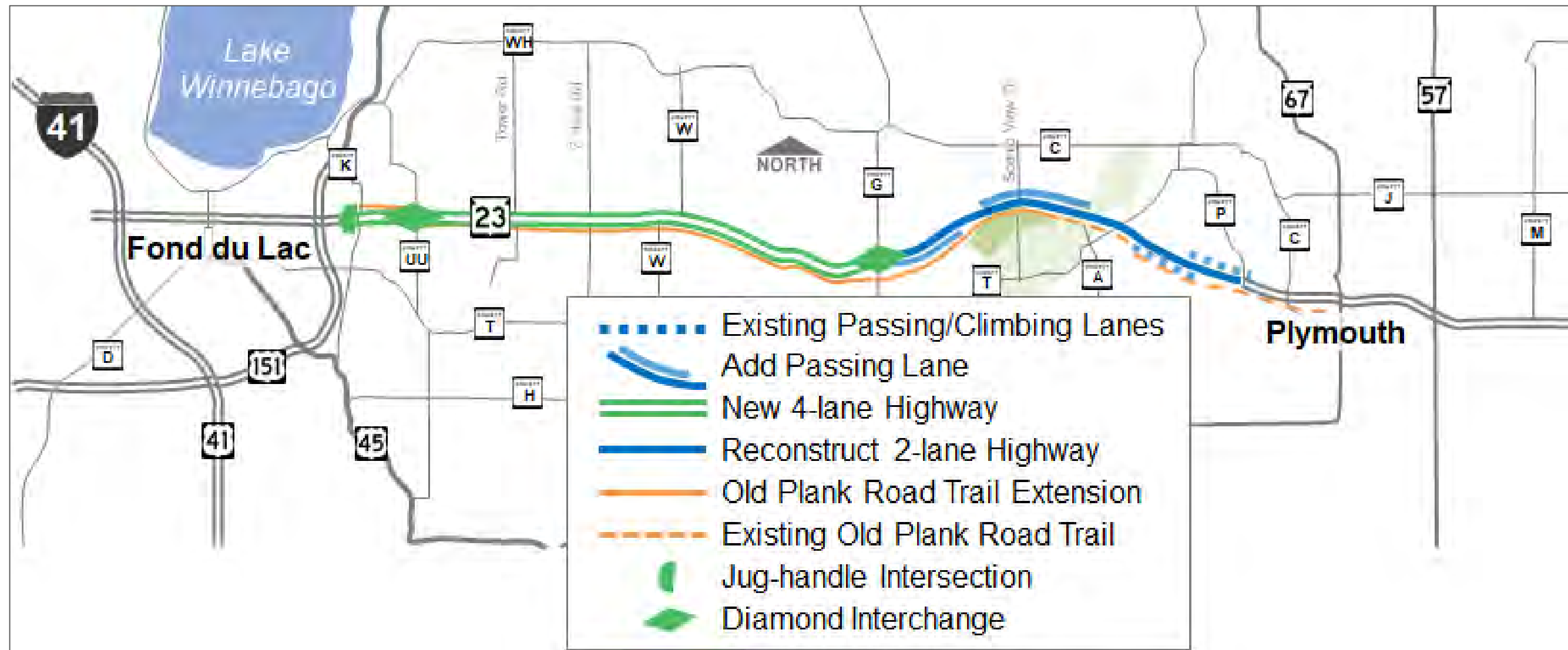
Corridor Preservation Associated with the Passing Lane Alternative

For the Passing Lane Alternative, Corridor Preservation consists of preserving the right of way needed to expand WIS 23 to a 4-lane roadway. It would also include preserving right of way for future access modifications (such as future overpasses and interchanges) which would allow conversion of WIS 23 to expressway standards. Additional environmental documentation would be completed prior to the construction of improvements associated with corridor preservation measures.



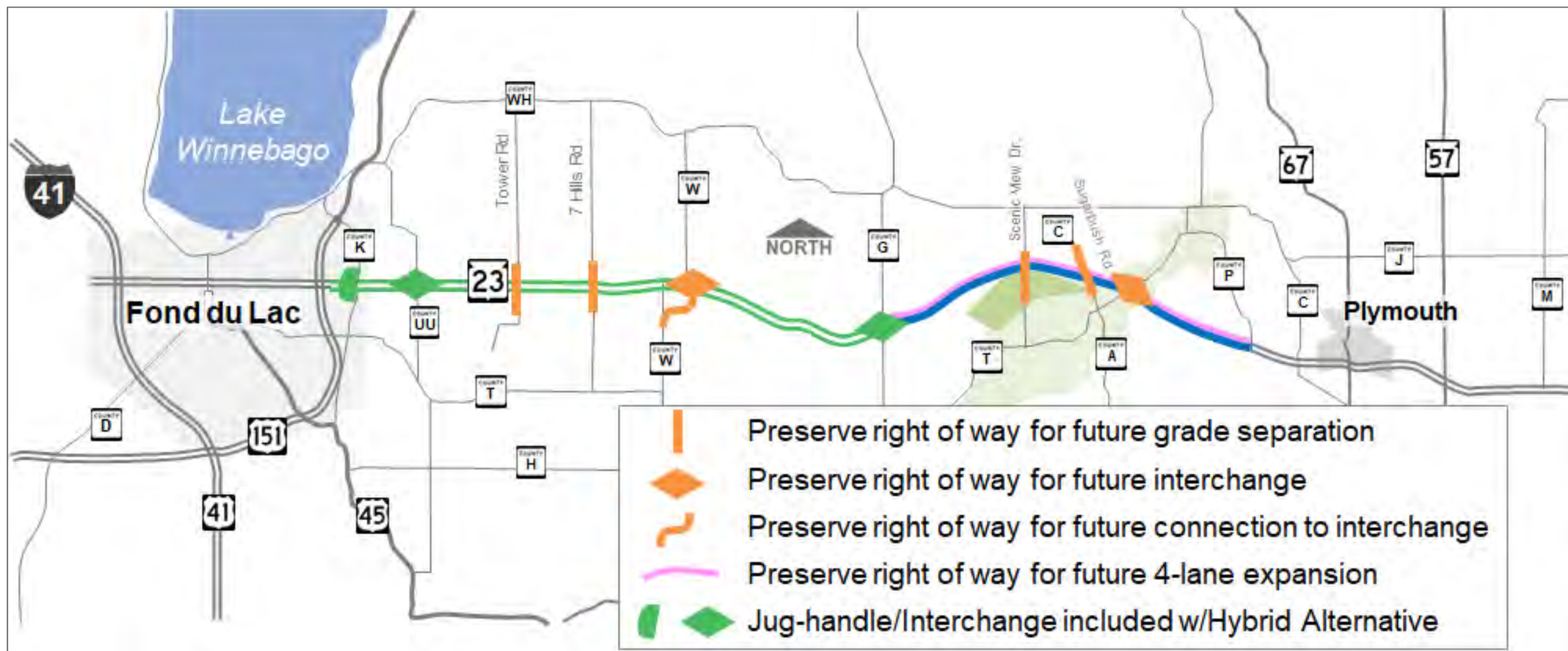
Hybrid Alternative

The Hybrid Alternative provides a 4-lane divided highway from US 151 to County G, and a 2-lane roadway with passing lanes from County G to County P. The 4-lane divided highway would extend approximately 12 miles. East of County G, WIS 23 would be a 2-lane roadway with passing lanes and left turn lanes at higher volume intersections for the remaining 7 miles. The Old Plank Road Trail would be extended west to the city of Fond du Lac.



Corridor Preservation Associated with the Hybrid Alternative

Corridor Preservation for the Hybrid Alternative includes preserving right of way needed to expand the WIS 23 section from County G to County P to a 4-lane roadway. It would also include preserving right of way for future access modifications (such as future overpasses and interchanges) which would allow conversion of WIS 23 to expressway standards. Additional environmental documentation would be completed prior to the construction of improvements associated with corridor preservation measures.



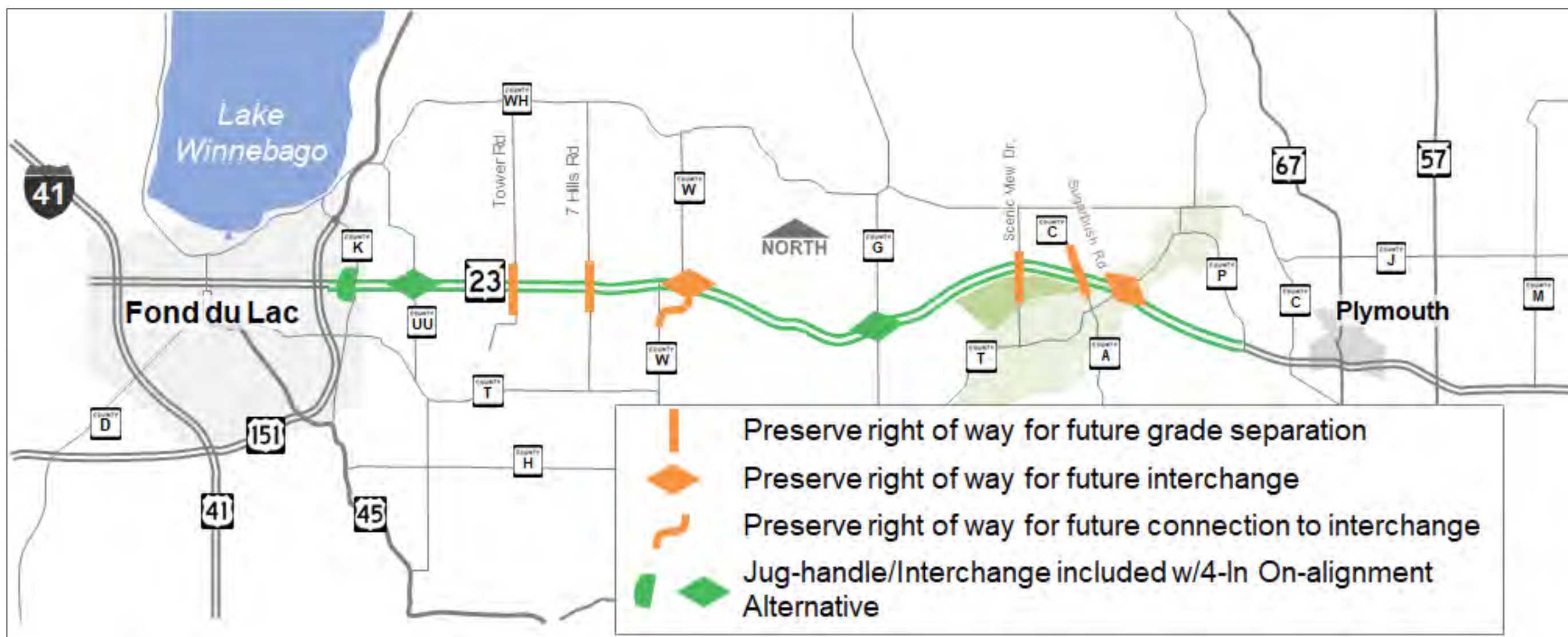
4-Lane On-alignment Alternative

The 4-lane On-alignment Alternative provides a 4-lane divided highway on the existing alignment for the full length of the project. The Old Plank Road Trail would be extended west to the city of Fond du Lac.

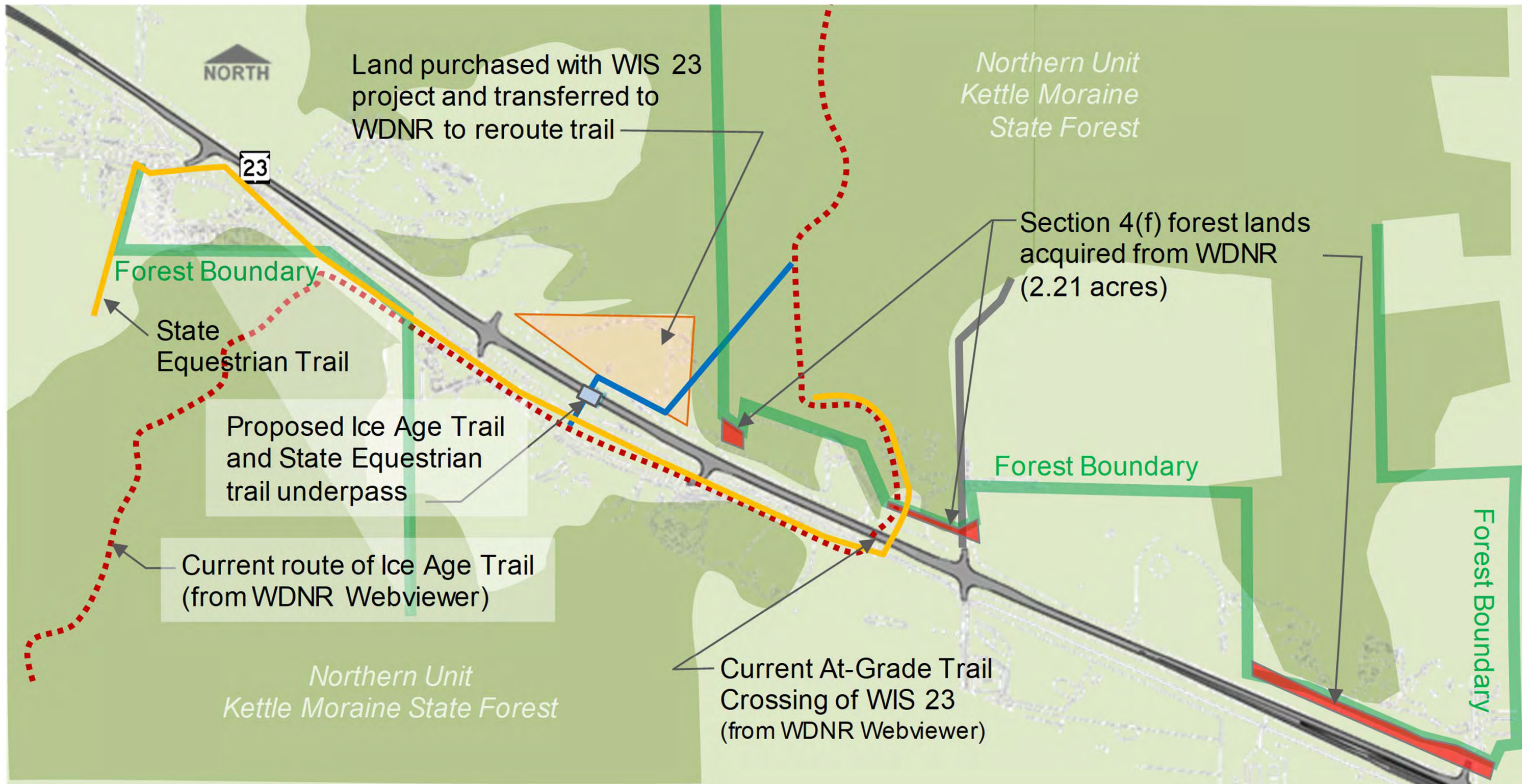


Corridor Preservation Associated with the 4-lane On-Alignment Alternative

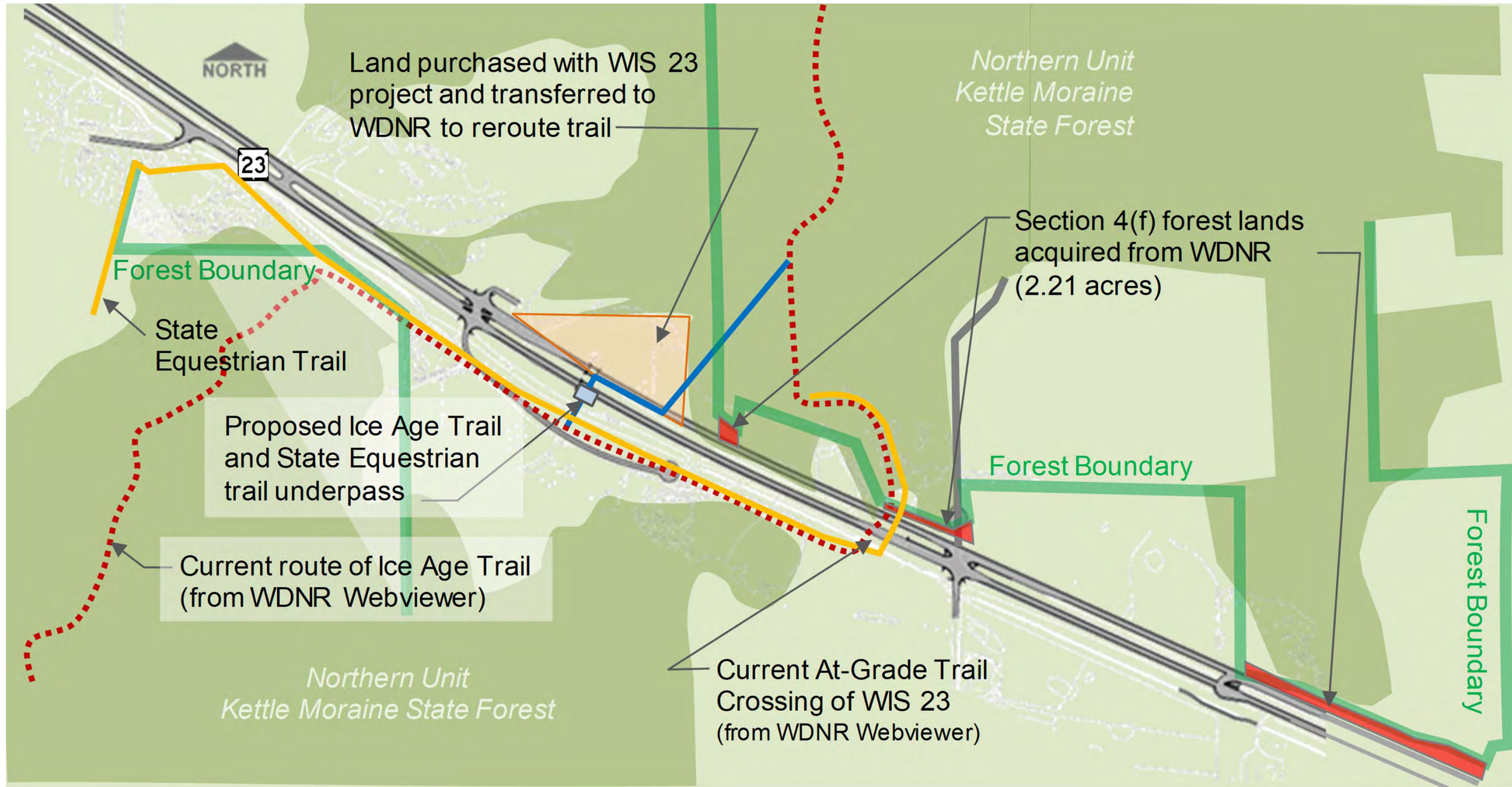
Corridor preservation for the 4-lane On-alignment Alternative includes preserving right of way for future access modifications if needed (such as future overpasses and interchanges) which would allow conversion of WIS 23 to expressway standards. Additional environmental documentation would be completed prior to the construction of improvements associated with corridor preservation measures.



Section 6(f) land conversion and boundary update Passing Lane Alternative or Hybrid Alternative



Section 6(f) land conversion and boundary update 4-lane On-alignment Alternative



Alternative Comparison

	No Build	Passing Ln	Hybrid	4-lane On-alignment
Purpose and Need Satisfaction *				
Number of factors fully or substantially satisfied	0	4-5	3	15
Number of factors moderately satisfied	2	1	10	0
Remaining Impacts ^[1]				
Construction costs	\$4.5	\$45.2M	\$72.7M	\$85.8M
Business and farm relocations still needed	0	0	2	2
Right of Way still needed	0 ac	58 ac	193 ac	193 ac
Wetlands filled	0	29.9 ac	45.9 ac	51.8 ac
Upland/Woodland	0	5 ac	9 ac	38 ac
New stream crossings ^[2]	0	1	4	5
Local governmental support letters ^[3]	0	2	2	8
Public support from Oct 12, 2017 Meeting comments ^[4]	0	38	0	629

For WIS 23, the factors used in the identification of the Preferred Build Alternative include:

- How well the alternative addresses the Project Purpose and Need.
- The magnitude and significance of impacts.
- Public and stakeholder support.

^[1] Much of the right of way for the 4-lane On-alignment Alternative, the Preferred Alternative in the 2014 LS SFEIS, has been purchased and buildings razed. This occurred prior to the 2014 ROD being vacated. These represent sunk costs that are not supposed to influence future actions.

^[2] New stream crossings indicate where the Old Plank Trail or a new set of 2-lanes would cross a stream/river. This could be accomplished through bridges or culvert extensions.

^[3] Letters supporting a generic improvement of WIS 23 are attributed to all Build alternatives.

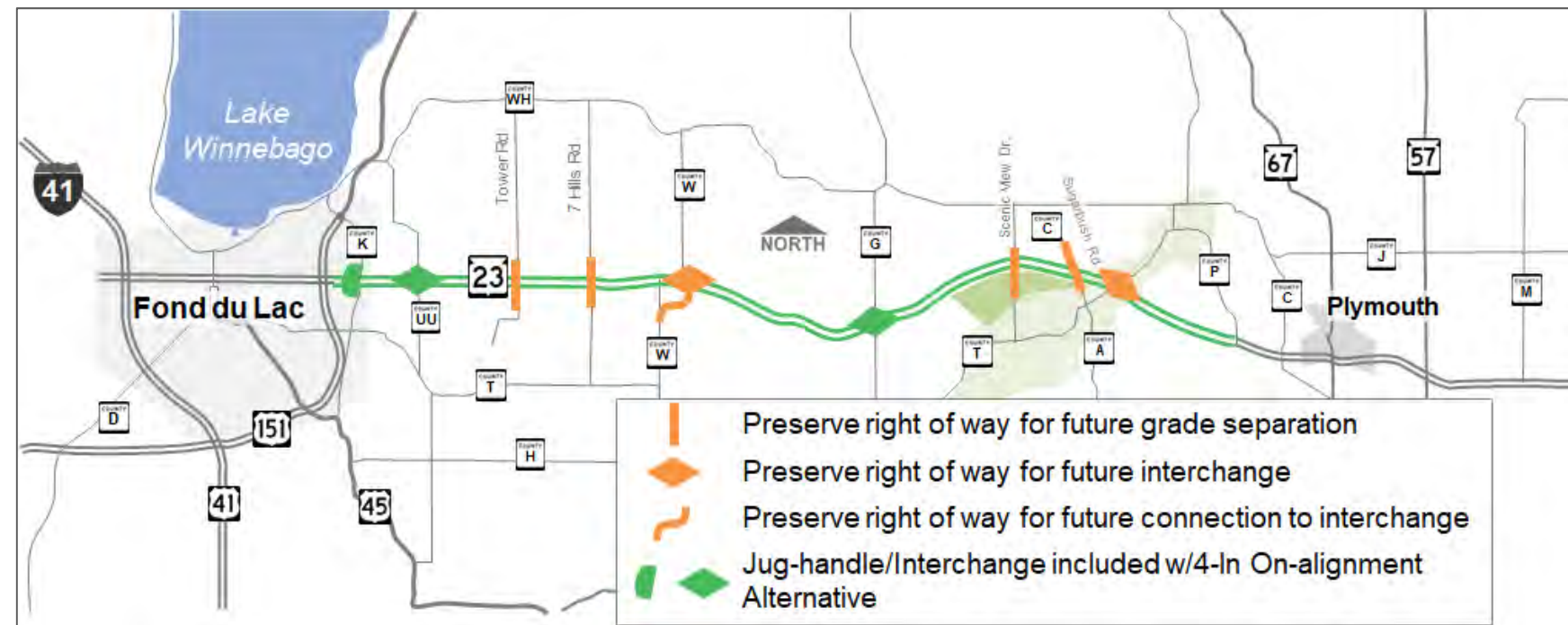
^[4] No written comments received specifically mentioned support for either the No-Build or Hybrid Alternatives.

**Purpose and Need Factors are described in Appendix F of the 2018 LS SDEIS.*

Preferred Alternative

The 4-lane On-alignment Alternative with Corridor Preservation [§84.295(10)] is identified as the Preferred Alternative in this 2018 LS SDEIS. Reasons for this selection include:

- The 4-lane On-alignment Alternative best fulfills WisDOT's statutory mission* and responsibilities:
 - It provides better traffic operations over the other alternatives.
 - It provides more opportunities to incorporate safety countermeasures over other alternatives.
- The 4-lane On-alignment Alternative most optimally addresses the Purpose and Need factors compared to the other alternatives.
- The impacts do not outweigh the project's benefits derived from the 4-lane On-alignment Alternative.
- The majority of local governmental entities, along with commenting stakeholders, support the 4-lane On-alignment Alternative.



*The legislature enumerated WIS 23 as a major project in the 1999 biennial budget.

Preferred Alternative (continued)

Corridor Preservation [§84.295(10)]

Corridor Preservation that also designates WIS 23 as an expressway will be included in the 4-lane On-alignment Alternative, which preserves right of way for future improvements. Reasons for including Corridor Preservation with the 4-lane On-Alignment include:

- Protects right of way for transportation improvements that are likely to be needed in the future. Development within those areas can be minimized or avoided, reducing costs for WisDOT.
- Will reduce long-term impacts to the property owners. Without corridor preservation, these property owners may invest in improvements that may later need to be removed or relocated for transportation improvements.
- Implementation of improvements associated with the WIS 23 Corridor Preservation measures is likely to occur within the planning horizon (30 years from official mapping).
- Provides information useful to local property owners and governments as they make property acquisition and development approval decisions.
- Will facilitate future access reductions and improvements. Without preserving right of way needed for future access roads, development could make access removal prohibitively expensive. This in turn would diminish the future safety and mobility of the corridor.
- Designating WIS 23 as an expressway will provide cost savings in the future as right of way can be purchased before development can occur, will allow for fully conceptualized design concepts to be developed and approved, and will help local units of government in planning their development along the corridor.

Environmental document and design schedule



Possible construction schedule

(Pending LS SFEIS and Record of Decision approval)

