

RECORD OF DECISION
For
Final Environmental Impact Statement
And Final Section 4(f) Determination (Britta Park Impacts)
(Issued Pursuant to 23 CFR 771.127 & 774.9)

FHWA-WIS-EIS-03-02-F
PROJECT I.D. 1206-07-03
UNITED STATES HIGHWAY 18/151 (Verona Road)
CTH PD to USH 12/14 (Beltline)
UNITED STATES HIGHWAY 12/14 (Beltline)
Whitney Way to Todd Drive
Madison Urban Area, Dane County, Wisconsin

By

U.S. Department of Transportation
Federal Highway Administration

November 1, 2011

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RECORD OF DECISION

UNITED STATES HIGHWAY 18/151 (Verona Road)

CTH PD to USH 12/14 (Beltline)

UNITED STATES HIGHWAY 12/14 (Beltline)

Whitney Way to Todd Drive

Dane County, Wisconsin

FHWA-WIS-EIS-03-02-F

WisDOT ID 1206-07-03

A. DECISION

This Record of Decision (ROD) covers the operational and safety concerns addressed in the Final Environmental Impact Statement (FEIS) for US 18/151 (Verona Road) from County PD to US 12/14 (Beltline), and for US 12/14 from the Whitney Way interchange through the Todd Drive interchange in the Madison Urban area of Dane County, Wisconsin. Figure 1 illustrates the project location.

The ROD also covers the Final Section 4(f) Determination issued for impacts to Britta Park and proposed mitigation measures. Refer to section A.3 of this ROD for more details of the Section 4(f) Determination, as specified in 23 CFR 774.9

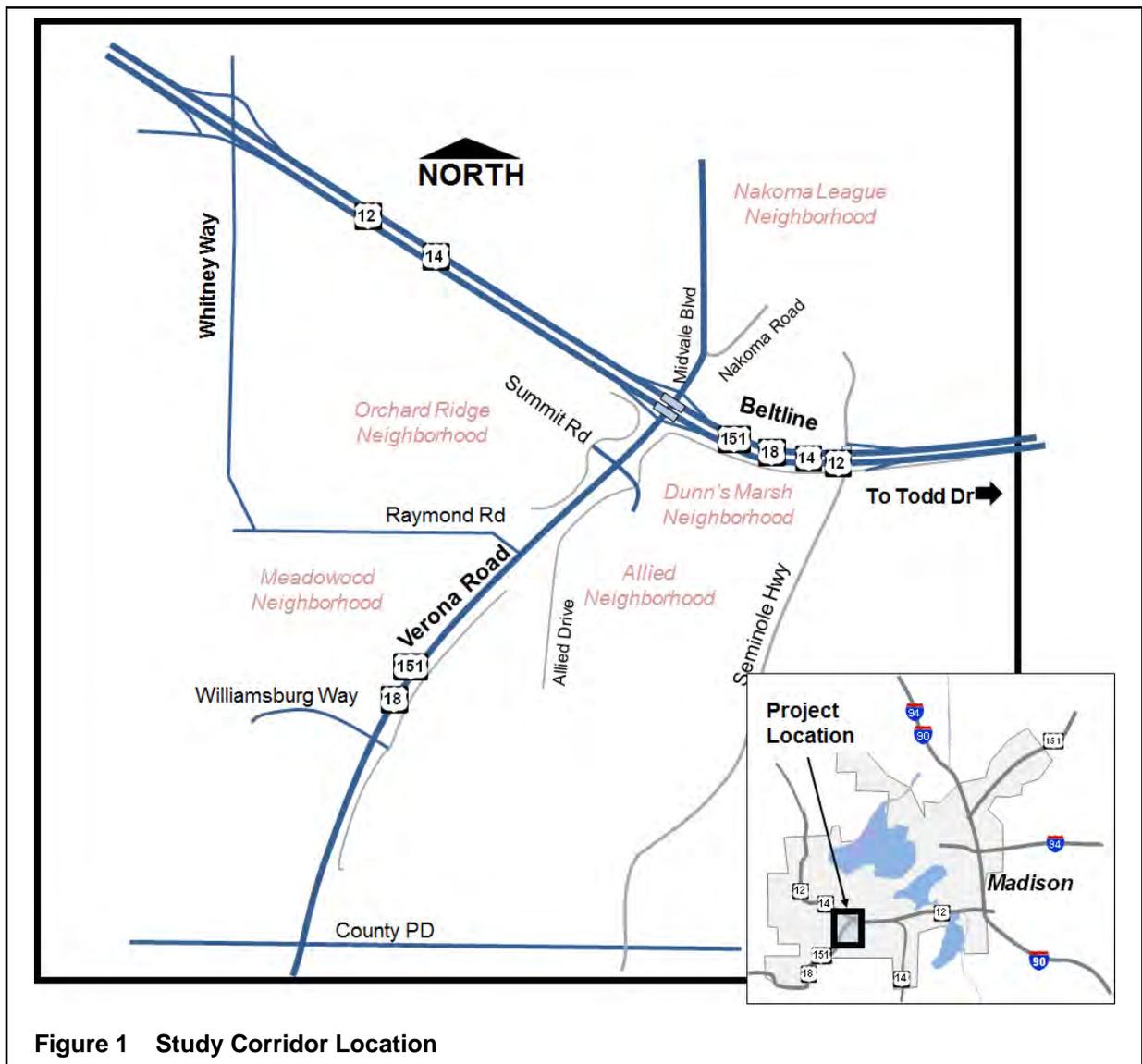


Figure 1 Study Corridor Location

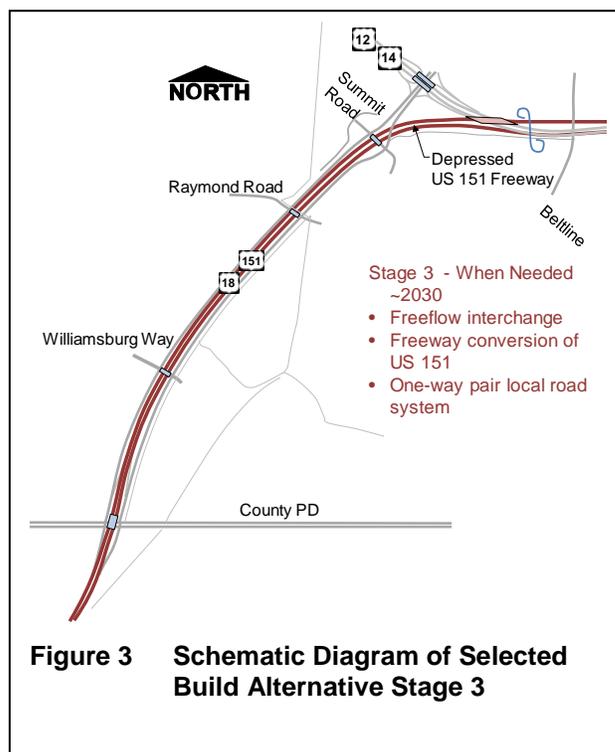
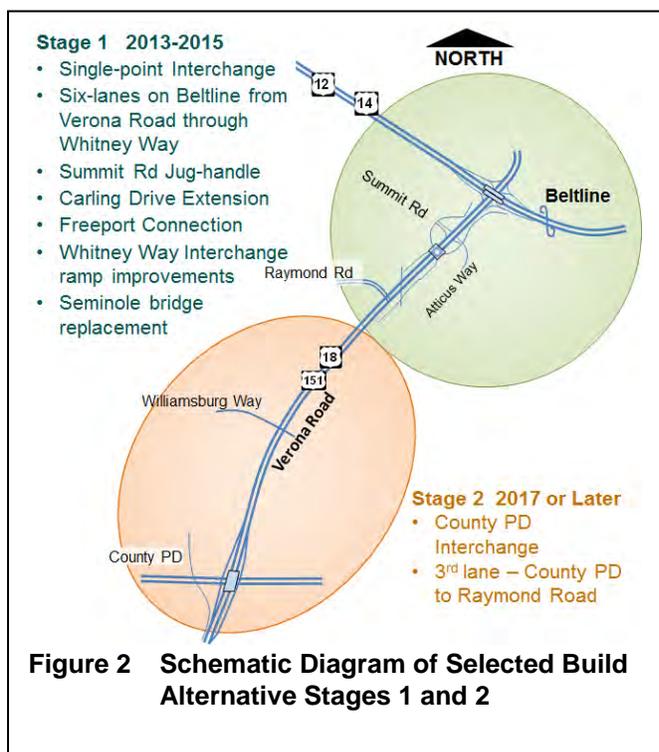
The Selected Build Alternative for the US 18/151 project is described in the Final Environmental Impact Statement (FEIS) and Final Section 4(f) Determination, approved on June 28, 2011.

The Selected Build Alternative provides a three-stage improvement to address traffic and safety demands as they are needed. The Selected Build Alternative is detailed in Section 2 of the FEIS and later in this ROD. It includes the following:

- Stage 1– Construction planned for 2013 - 2015. Estimated cost is \$106.4M - \$117.6.1M in 2010 dollars (\$112.9M - \$124.8M in year-of-expenditure). Project length is 1.1 miles. Proposed work includes construction of a single-point interchange at US 18/151 intersection with US 12/14 (Beltline) as well as construction of a jug-handle at the US 18/151/Summit Road intersection. Capacity is added to Verona Road/Midvale Road between Raymond Road and Nakoma Road; and to the Beltline between Whitney Way and Seminole Highway. Improved and added bicycle and pedestrian facilities are integral to the roadway components. Figures 2 and 6 illustrates an overview of Stage 1
- Stage 2– Construction planned for 2017 - 2018. Estimated cost is \$54.2M - \$60.0M in 2010 dollars (\$62.3M - \$68.9M in year-of-expenditure). Project length is 1.8 miles. Proposed work includes construction of an interchange at the US 18/151/County PD intersection as well as the addition of a third lane in each direction on US 18/151 from County PD to Raymond Road. Figures 2 illustrates an overview of Stage 2.
- Stage 3– Construction planned for approximately 2030 - 2032. Estimated Cost is \$206.9M - \$228.5M in 2010 dollars (\$307.4M - \$339.5M in year-of-expenditure). Project length is 3.1 miles. Proposed work includes freeway conversion of US 18/151 from County PD to US 12/14 and a directional system interchange at the US 18/151 connection with US 12/14. Figure 3 illustrates an overview of Stage 3.

The total estimated cost of the project is \$367.5M - \$406.1M in 2010 dollars (\$482.5M - \$533.2M in year-of-expenditure).

Figures 2 and 3 schematically illustrate the Selected Build Alternative.



The selection was based on study and public comment received as part of the process outlined in the National Environmental Policy Act (NEPA) and the Wisconsin Environmental Policy Act (WEPA). The planning, agency coordination, public involvement, and impact evaluation for the project have been conducted in accordance with NEPA as well as the Clean Water Act, Executive Orders regarding wetland and floodplain protection, the Fish and Wildlife Coordination Act, the Migratory Bird Treaty Act, the Executive Order on Environmental Justice 12898, the National Historic Preservation Act of 1966, and other state and federal laws, policies, and procedures for environmental impact analyses and preparation of environmental documents. The resulting Preferred Alternative described in the FEIS, which is also the Selected Build Alternative, is the environmentally preferable alternative when considering a balance of transportation, environmental, and socio-economic factors (40 CFR 1505.2(b)).

The study considered beneficial and adverse impacts of the project including indirect and cumulative effects. Direct impacts considered include the following: trails, natural resource areas, floodplains, wetland, wildlife, threatened and endangered species, soils, agriculture, noise, air, hazardous materials, visual aesthetics, archaeological resources, historical places, residential properties/relocations, neighborhoods/community groupings, environmental justice, community facilities, utilities, emergency services, work forces, tax base, economic, environmental, land use, traffic, and project cost. Table 1 in Section A.4 provides a summary of the anticipated project impacts. The process included public hearings for the Draft Environmental Impact Statement (DEIS) in May 2004 and the Supplemental Draft Environmental Impact Statement (SDEIS) in October 2010. All practicable measures to avoid or minimize harm have been adopted (23 CFR 1505.6)

1. Background

The DEIS for the project was signed on March 5, 2004. A Supplemental DEIS was prepared for the project in 2009-2010 and signed on August 23, 2010 to address new information. This new information included the staging of a Preferred Build Alternative, refinements to the single-point interchange, and the inclusion of a jug-handle at the Summit Road intersection. These project aspects were not discussed in the DEIS.

The FEIS was signed on June 28, 2011, and published in the Federal Register on July 8, 2011. It contained the information provided in the SDEIS and included design modifications that responded to the comments received from the SDEIS. These design modifications included local road routing options associated with the Summit Road jug-handle and additional pedestrian crossing facilities. Modifications were also made to the adjacent Whitney Way interchange ramps as well as increasing the clearance on the Seminole Highway overpass.

The DEIS, SDEIS, and FEIS evaluated broad transportation strategies as a means to address the capacity and safety deficiencies of the US 18/151 corridor. This included an analysis of an off-alignment alternative which was dismissed because it did little to address the project purpose and need. From this evaluation the build on-alignment was selected as the preferred strategy. The DEIS included three alternatives: the no-build alternative, the urban roadway alternative, and the freeway alternative. The no-build alternative provided only maintenance improvements sufficient to keep the roadway operational. The urban roadway alternative provided a single-point interchange at the US 18/151 and US 12/14 connection, but it did not increase Verona Road capacity and also left signalized intersections at the Raymond Road, Williamsburg Way, and County PD intersections with Verona Road. The freeway alternative fully converted US 18/151 to a freeway with a directional system interchange at the US 18/151 and US 12/14 connection.

In response to the comments collected from the DEIS, the SDEIS was prepared and released. The SDEIS evaluated both the no-build alternative, as well as a single Preferred Build Alternative, which combined and staged the build alternatives that were described in the DEIS. The DEIS alternatives were refined to maximize their effectiveness, useful life, and ability to be implemented as a single Preferred Build Alternative made up of three stages. In the urban roadway alternative, the single-point interchange was modified so that four through lanes in each direction are carried through the interchange on Verona Road. Also with the urban roadway alternative, the Summit Road intersection is converted from an at-grade intersection to a high capacity jug-handle type of grade-separated intersection. And with the freeway alternative, the horizontal alignment of the free flow ramps between US 151 and the Beltline were modified so that they could be constructed independently from the Verona Road single-point interchange. These modifications to the DEIS alternatives allowed the staging of improvements.

2. Selected Build Alternative Description

The Preferred Alternative described in the FEIS is now the Selected Build Alternative. The Selected Build Alternative is broken into three stages with different years of implementation. The following paragraphs detail the characteristics of each stage.

A. Stage 1 (Construction Estimated to Begin in 2013)

Detailed overview exhibits of Stage 1 are shown in Attachment D.

1. Verona Road/Beltline–Single-Point Interchange

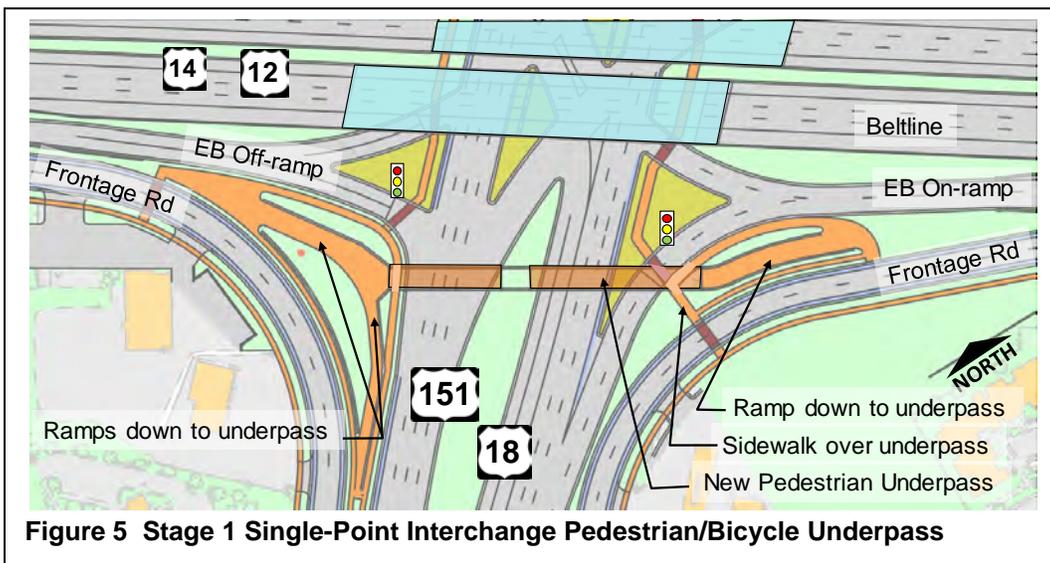
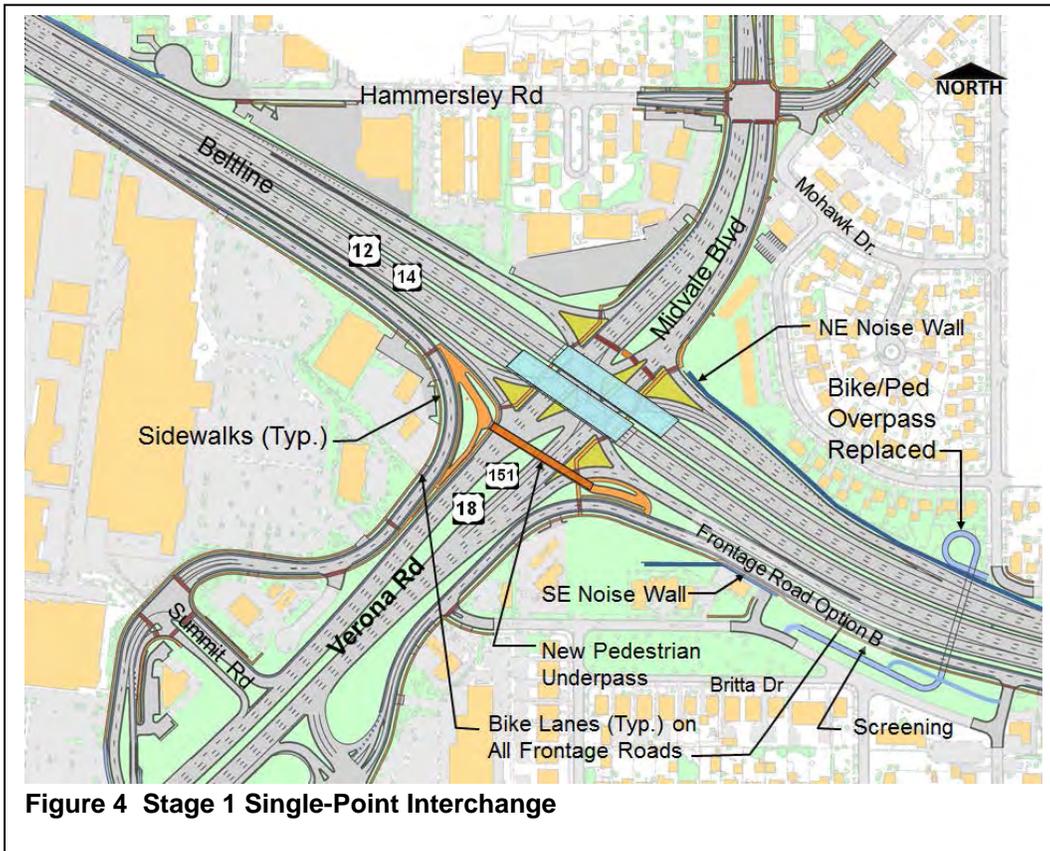
Stage 1 entails reconstructing the current Verona Road/Beltline interchange into a single-point urban interchange, replacing the Summit Road signalized intersection with a jug-handle, and extending the six-lane Beltline section west to the Whitney Way interchange.

Four through lanes in each direction are provided on Verona Road from Nakoma Road on Midvale Boulevard to Summit Road to increase capacity.

The Nakoma Road/Midvale Boulevard intersection directly north of the interchange will also be reconstructed. The configuration of the intersection will remain essentially the same, but an additional through lane in each direction is added and turn lanes are extended on Midvale Boulevard to increase capacity. Street parking will be removed on the north approach of Midvale Boulevard/Nakoma Road to accommodate these changes. Pedestrian crosswalks will be provided.

Pedestrian and bicycle accommodations will be provided across and along both sides of Verona Road within Stage 1 limits. The Selected Build Alternative will include a new pedestrian and bicycle underpass just south of the US 12/14/US 18/151 interchange. The Nakoma Road/Midvale Boulevard intersection will have crosswalks. A second grade-separated crossing will be provided for pedestrians and cyclists as part of the Summit Road jug-handle. Bike lanes are added on the frontage roads in the southeast and southwest quadrants of the interchange and extended to and from the two existing Beltline pedestrian/bicycle overpasses. The Beltline pedestrian/bicycle overpass between Verona Road and Seminole Highway will be reconstructed to meet current Americans with Disabilities Act (ADA) requirements.

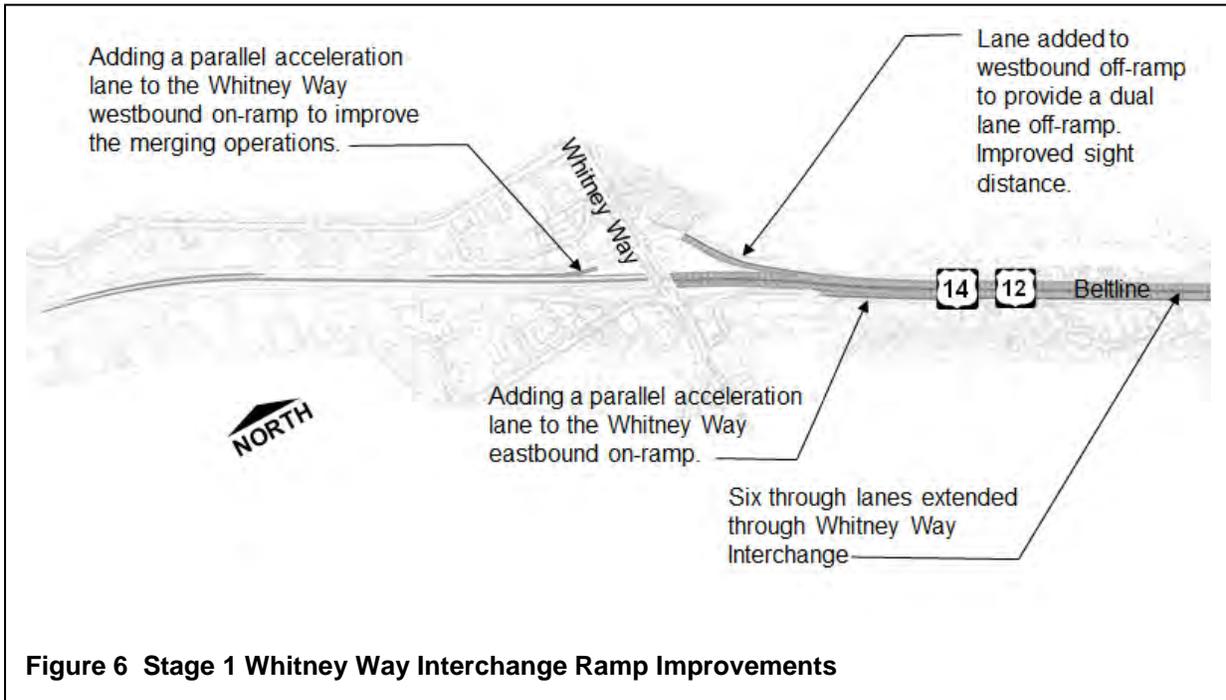
Figure 4 illustrates the single-point interchange configuration and the Nakoma Road/Midvale Boulevard intersection. Figure 5 generally shows the pedestrian/bicycle underpass.



2. Beltline, Whitney Way, and Seminole Highway

On the Beltline, the three through lanes in each direction will be extended west from the Verona Road interchange and through the Whitney Way interchange to address congestion and safety problems associated with merging and diverging traffic. Auxiliary lanes will be installed to the east through Seminole Highway to accommodate ramp movements associated with the Verona Road interchange. The Beltline modifications will expand the Whitney Way westbound off-ramp to two lanes. To aid weaving movements and coordinate construction activities, a parallel lane will be added to the Whitney Way eastbound on-ramp and westbound on-ramp traffic. Figure 6 illustrates these

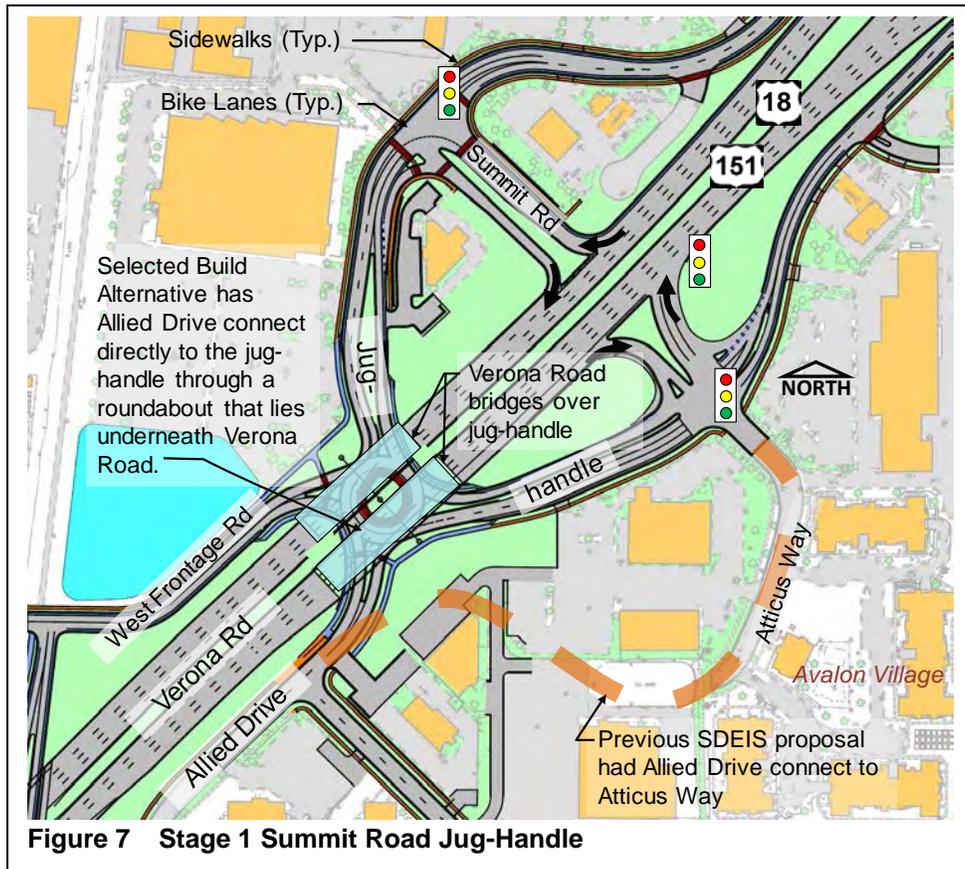
improvements. The Beltline reconstruction will extend past Seminole Highway to replace the deficient deck and correct the substandard height on the Seminole Highway overpass and will include partial reconstruction of the overpass. The existing bridge deck dimension, lane configurations, and bike and pedestrian accommodations will be restored in-kind. The existing abutments will be retained.



3. Summit Road Intersection Jug-Handle

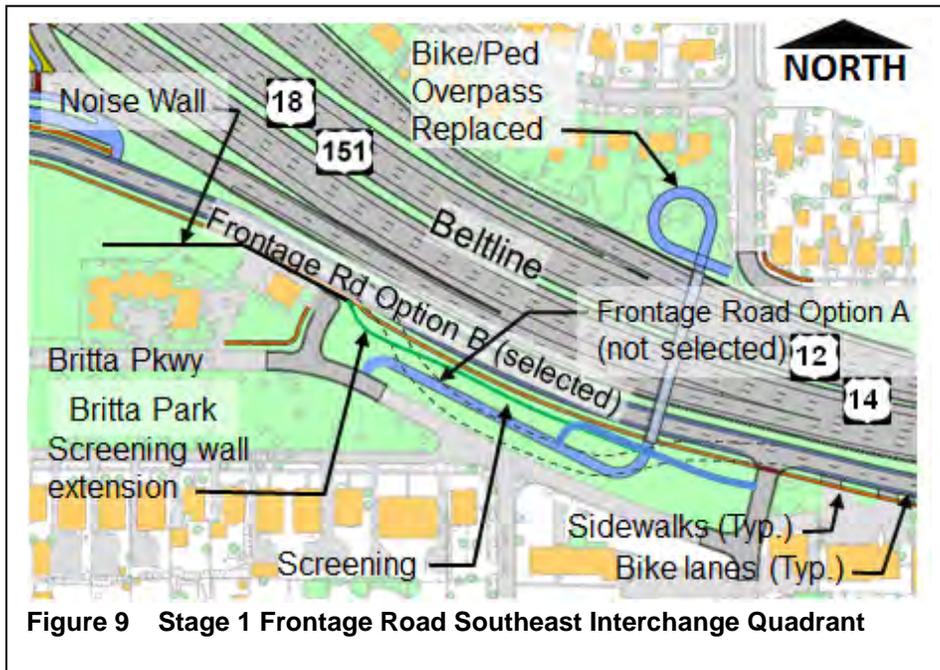
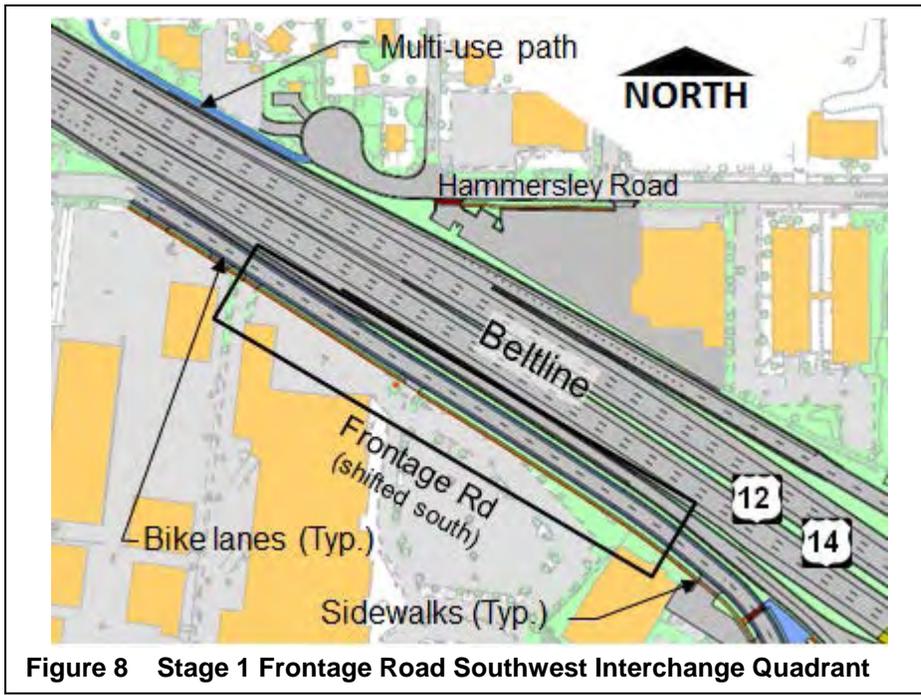
The Selected Build Alternative will construct a jug-handle grade-separated intersection generally within the existing R/W of the current Summit Road intersection. The jug-handle intersection will only allow right turns in and right turns out from Verona Road and right turns out from Summit Road. Vehicles that need to cross Verona Road or turn left from Summit Road would travel underneath a Verona Road bridge to the east side of the roadway. With this Summit Road jug-handle, a signal will be placed for northbound Verona Road traffic to allow vehicles turning right out of Summit Road's east approach an opportunity to weave to their desired lane.

Some comments received during the SDEIS review period expressed concern with the neighborhood impacts associated with the proposed jug-handle connection routing from Allied Drive to Atticus Way through Avalon Village. To address these concerns, the Selected Build Alternative will have Allied Drive connect with the jug-handle and the West Frontage Road directly underneath Verona Road with a roundabout. Bike lanes and sidewalks will be provided through the jug-handle and a path would be provided around the roundabout. Figure 7 illustrates the selected jug-handle intersection alternative as well as changes that were made from the SDEIS version.



4. Beltline Frontage Roads and Hammersley Road

The reconstruction of the Verona Road interchange will require expansion of the Beltline and interchange footprint. This will require relocating the frontage roads in the southwest and southeast quadrants of the interchange. The frontage road in the southwest quadrant will be shifted slightly to the southwest as shown in Figure 8. In the southeast quadrant, the Selected Build Alternative as shown in Figure 9 will reconstruct the frontage road directly adjacent to the eastbound on-ramp (Frontage Road Option B). In the northwest quadrant, the Hammersley Road cul-de-sac will be shifted north and rebuilt. The multiuse trail that travels from Hammersley to the Southwest Commuter Path will remain.



5. Relocation of Chalet Gardens Road

The Nakoma Heights neighborhood has a full access driveway intersection immediately south of Raymond Road called Chalet Gardens Road. This intersection will be reconfigured to only allow right-in, right-out, and left-in movements. Left-out movements will be prohibited. This intersection may be relocated to the south to ease traffic flow for transit buses as shown in Figure 10. This relocation, if built, may be delayed until Stage 2. The intersection will continue with the access arrangement until safety, operation, or mobility concerns require additional modification.

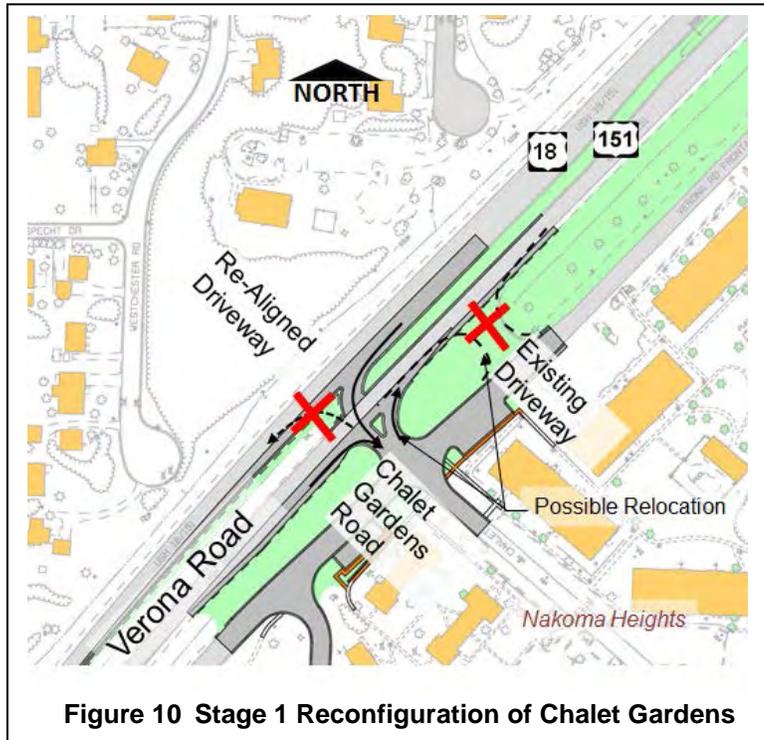


Figure 10 Stage 1 Reconfiguration of Chalet Gardens

6. Carling Drive Extension and Connection to Freeport Road

The Selected Build Alternative will extend Carling Drive to the north and connect with Allied Drive. Additionally, the Selected Build Alternative will construct a connection underneath Verona Road that connects the Carling Drive extension to Freeport Road. This connection will use Verona Road's existing railroad bridge to travel underneath Verona Road. The Southwest Commuter Path, which also travels under Verona Road at this bridge, will be shifted to accommodate this connection. Figure 11 illustrates the Carling Drive extension and Freeport Road connection. Once construction is completed, the Wisconsin Department of Transportation (WisDOT) has committed to working with the city of Madison as it evaluates whether the Freeport connection should remain.

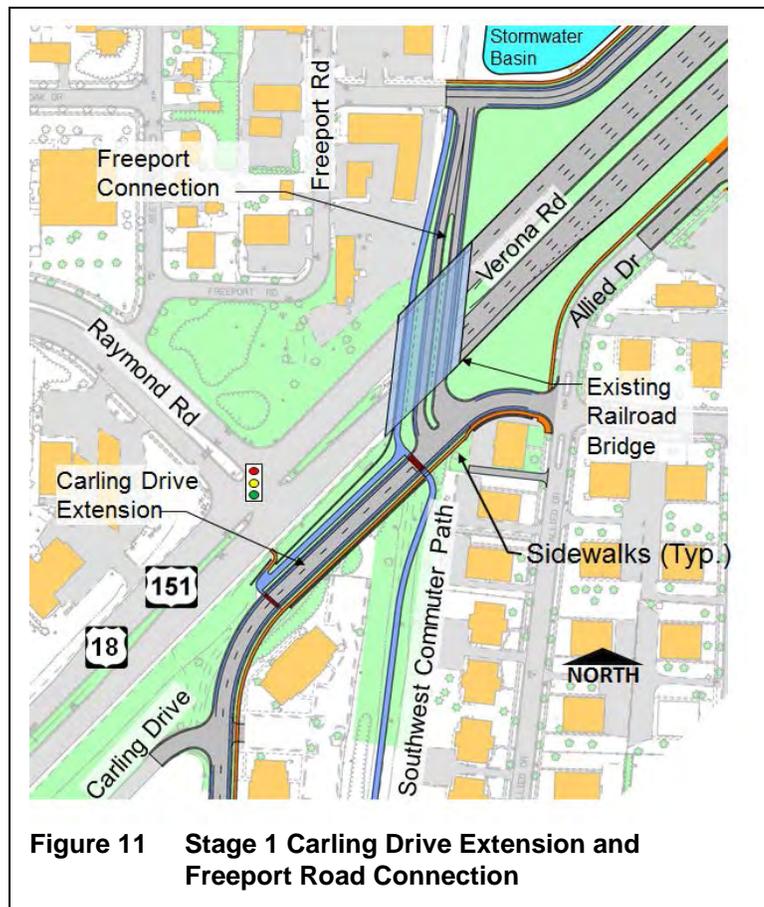


Figure 11 Stage 1 Carling Drive Extension and Freeport Road Connection

7. Raymond Road

Under Stage 1, Raymond Road will continue as a signalized intersection. Traffic modeling indicates the intersection can operate satisfactorily for several years. The Verona Road southbound right-turn lane will be lengthened with this project.

8. Williamsburg Way

Under Stage 1 of the Selected Build Alternative, Williamsburg Way is not altered and will remain a signalized intersection.

9. County PD Intersection

County PD will have dual left-turn lanes installed on the west and east approaches under a separate project in anticipation of Stage 1 work. This measure will help reduce congestion at this intersection during Stage 1 construction activities and until Stage 2 addresses the intersection's deficiencies more fully.

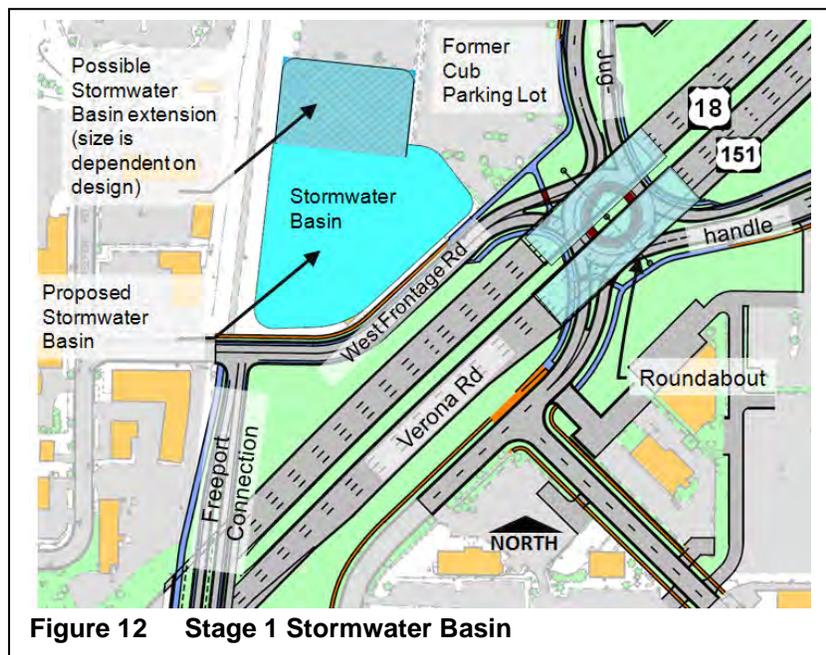
10. Bicycle and Pedestrian Accommodations

Generally, all frontage roads that are reconstructed and new connection roads will have bike lanes. Sides of the roadway that serve private property will also have sidewalks. The Southwest Commuter Path will be shifted slightly to the west but will maintain through continuity. Also, the grade-separated crossing of the Beltline, located east of the Verona Road interchange, will be reconstructed to meet current standards. A new underpass will be constructed on the south side of the interchange that will allow pedestrians and bicyclists to cross Verona Road. Signals will be timed at the interchange to allow pedestrians to cross through the interchange. The jug-handle will also provide another grade separation of Verona Road that will allow pedestrians and bicyclists to travel underneath Verona Road traffic. A multiuse path will be constructed around the jug-handle's roundabout for pedestrians and bicyclists.

11. Other

The northeast and southeast quadrants of the interchange are eligible for noise walls. Since the publishing of the FEIS, changes to WisDOT's Noise Policy have made the northeast quadrant of the Whitney Way interchange also eligible for a noise wall. WisDOT has committed to construction of the noise walls, contingent upon obtaining a vote of support from a simple majority of property owners and renters benefited by the noise mitigation. More detailed illustrations on the locations of the proposed noise abatement walls are shown on the exhibits in Attachment C

The Selected Build Alternative will construct a stormwater management basin just north of the Freeport extension south of the former Cub Foods parking lot. Figure 12 illustrates the location of the basin.



B. Stage 2 (Construction ~ 2017)

A detailed overview exhibit of Stage 2 is shown in Attachment D.

1. County PD Interchange

Under Stage 2 of the Selected Build Alternative, the County PD intersection will be converted to a diamond interchange. Verona Road will travel over County PD. North of the interchange, the off- and on-ramps will be constructed in a way that accommodates the Stage 3 one-way pair system of local roads. Figure 13 illustrates the County PD interchange configuration.

2. Third Lane (County PD to Williamsburg Way)

Stage 2 will include a third lane in both directions on Verona Road from the County PD interchange through the Williamsburg Way intersection to the Raymond Road intersection. Dual left-turn lanes could be added at the Williamsburg Way intersection's north and west approaches. Longer-term access solutions and appropriate intersection control will be further evaluated for Williamsburg Way when Stage 2 is implemented.

3. Carriage Street (Between Williamsburg Way and County PD)

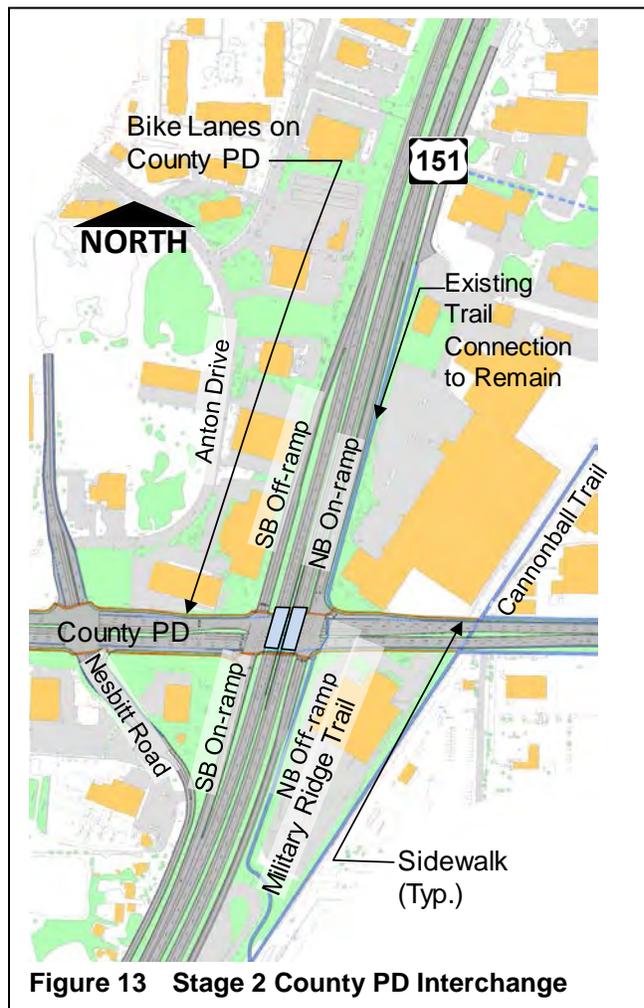
With the Stage 2 work, Carriage Street will have its access to US 151 removed. Its access to Anton Drive will remain.

4. Bicycle and Pedestrian Accommodations

Bike lanes will be constructed on County PD through the interchange. Additionally, sidewalks will be constructed on the north and south sides of County PD.

The Military Ridge Trail (south of County PD and east of Verona Road) will be reconstructed within the existing Verona Road R/W and cross County PD immediately east of the interchange to avoid any Section 6(f) impacts. This will include an at-grade crossing of the east leg of County PD alongside the proposed northbound on- and off-ramps. If requested and approved by the Wisconsin Department of Natural Resources (WDNR) and National Park Service (NPS), the trail could be rerouted to the east, where it would share a County PD crossing with the proposed Cannonball Trail. This crossing may initially be a midblock at-grade crossing with special median treatments that provide refuge to pedestrians and bicyclists. If warranted by usage, the crossing could also be grade-separated.

The trail that connects County PD to the Frontage Road cul-de-sac on the northeast side of the County PD/Verona Road will remain unless a suitable alternative can be agreed upon by the local governments.



5. Other

The east side of Verona Road, south of Raymond Road and north of Williamsburg Way, is currently eligible for noise walls in Stage 2. WisDOT has committed to construction of the noise walls, contingent upon obtaining a vote of support from a simple majority of property owners and renters benefited by the noise mitigation.

Since the publishing of the FEIS changes to WisDOT's Noise Policy have also made the west side of Verona Road from Williamsburg Way to Raymond Road eligible for a noise wall. With this revision, WisDOT has also committed to construction of the noise wall, contingent upon obtaining a vote of support from a simple majority of property owners and renters benefited by the noise mitigation.

More detailed illustrations on the locations of the proposed noise abatement walls are shown on the exhibits in Attachment C

Stormwater basins would be constructed and/or enlarged to manage the quantity and quality of Stage 2 stormwater. This includes expanding or retrofitting the existing dry detention basin located between Nesbitt Road and westbound South Verona Road. If needed, the Quarry Ridge detention basin will also be expanded. Figures 14 and 15 show the locations of the potential stormwater basins.



Figure 14 Existing Dry Detention Storm Water Basin, Nesbitt Rd/US151

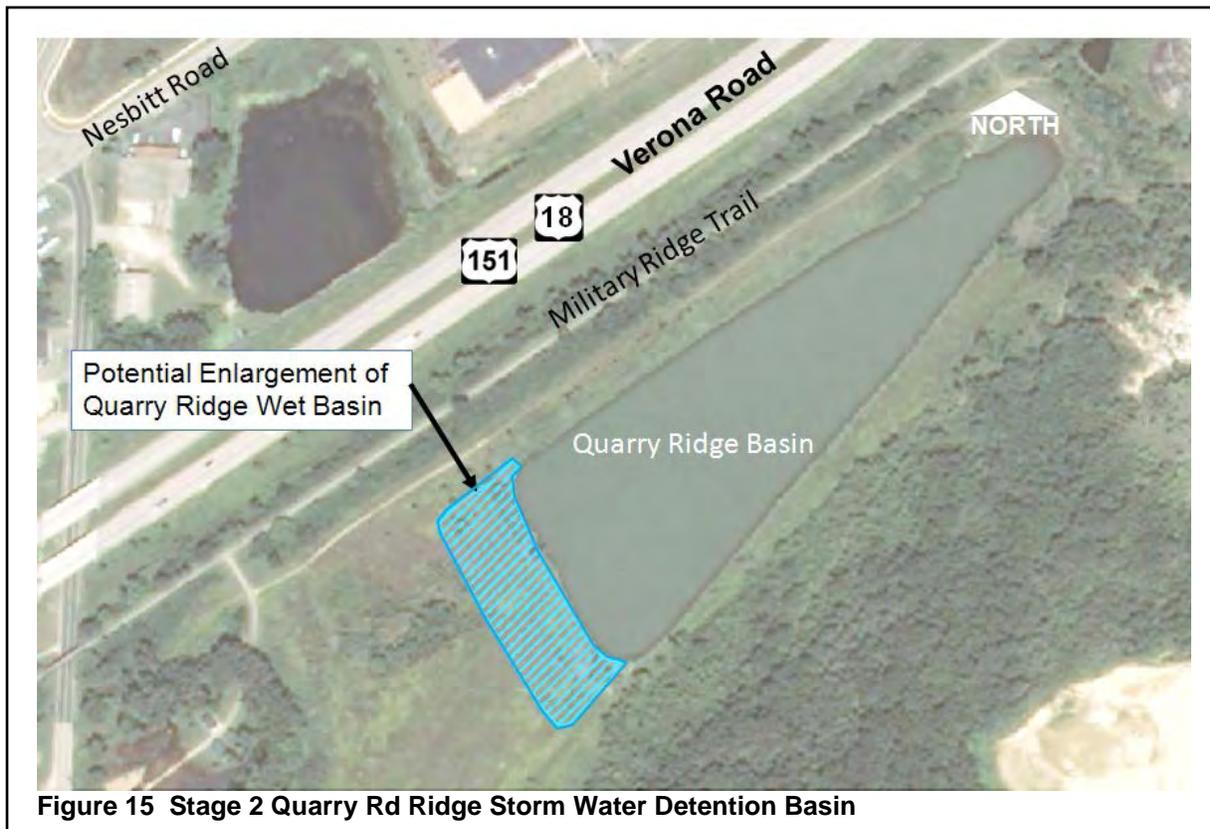


Figure 15 Stage 2 Quarry Rd Ridge Storm Water Detention Basin

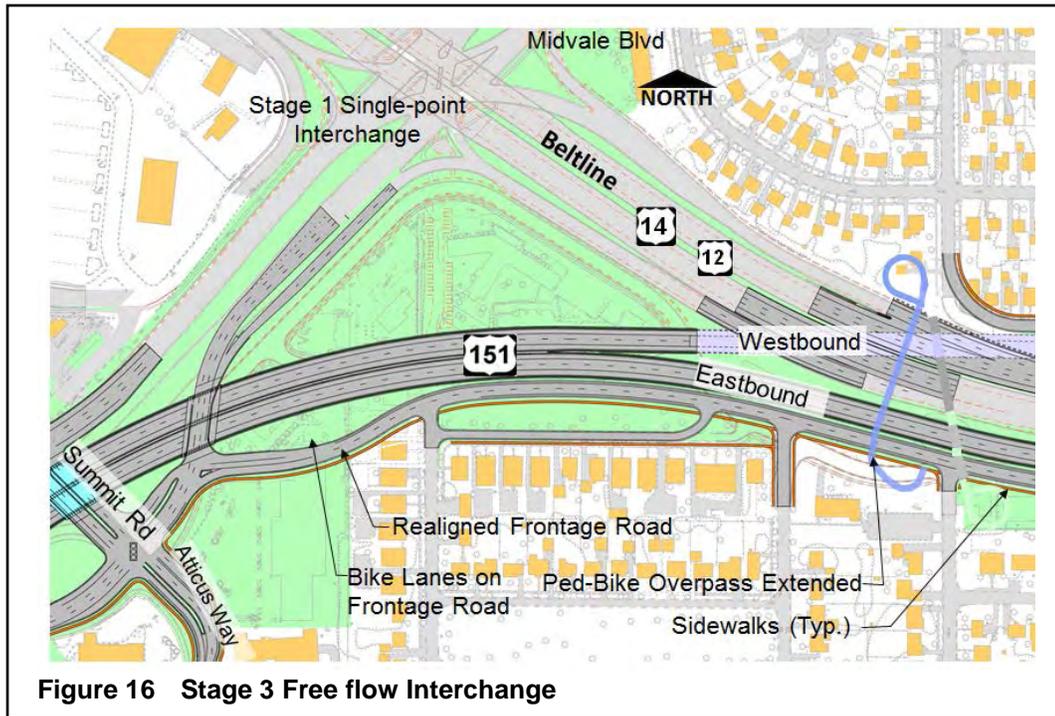
C. Stage 3

A detailed overview exhibit of Stage 3 is shown in Attachment D.

Stage 3 of the Selected Build Alternative will be constructed when operation and safety needs warrant the infrastructure investment. It is anticipated this will occur near 2030. Because of the anticipated time lag between construction of Stages 2 and 3, the environmental document will be reevaluated in coordination with federal, state, and local agencies prior to implementation of Stage 3.

1. Freeway Alternative

Stage 3 of the Selected Build Alternative will separate local traffic from metropolitan and regional traffic by providing a depressed freeway down the center of Verona Road. A US 151 free flow system interchange with depressed US 151 ramps will be constructed east of the Verona Road single-point interchange. The design speed of the free flow ramps will be at freeway speeds (60 mph). This interchange is illustrated in Figure 16.



Local traffic on Verona Road will be accommodated by a pair of one-way frontage roads on each side of the depressed freeway.

2. Seminole Highway

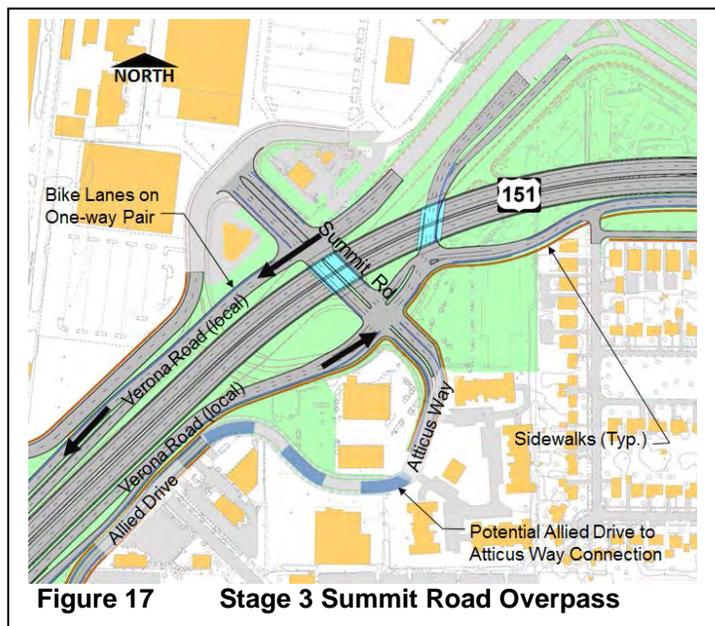
With Stage 3 of the Selected Build Alternative, the Beltline interchange ramps at Seminole Highway would be closed and removed to decrease the weaving these ramps cause on the Beltline. Seminole Highway would continue to be a grade-separated crossing of US 12/14, but there would be no access to or from the Beltline via ramps.

3. Verona Road/Midvale Boulevard Single-Point Interchange

The single-point interchange built with Stage 1 will remain, but it will no longer serve US 151 regional movements, only Verona Road local movements as well as US 12/14 traffic.

4. Summit Road

The Summit Road jug-handle, built in Stage 1, will be reconstructed to provide a grade-separated crossing over the US 151 freeway. With this configuration, Summit Road will intersect with the two one-way pair roadways that border the US 151 depressed freeway. At this time, Allied Drive may be connected to Atticus Way. Figure 17 illustrates a possible reconfiguration of Summit Road and the Verona Road one-way pair.



South of the intersection, a set of interchange ramps would be added to provide access to southbound US 151 from southbound Verona Road and from northbound US 151 to northbound Verona Road.

5. Raymond Road Intersection and Extension

With Stage 3 of the Selected Build Alternative, Raymond Road will be extended over US 151 into the Allied Drive neighborhood. Two intersections will be constructed on either side of the US 151 freeway to connect Raymond Road with the Verona Road one-way pair. Figure 18 illustrates the Stage 3 Raymond Road extension into Allied Drive.

During Stage 3, if the Chalet Gardens intersection has not previously been closed, access will be removed and Chalet Gardens Road will be rerouted to Raymond Road.

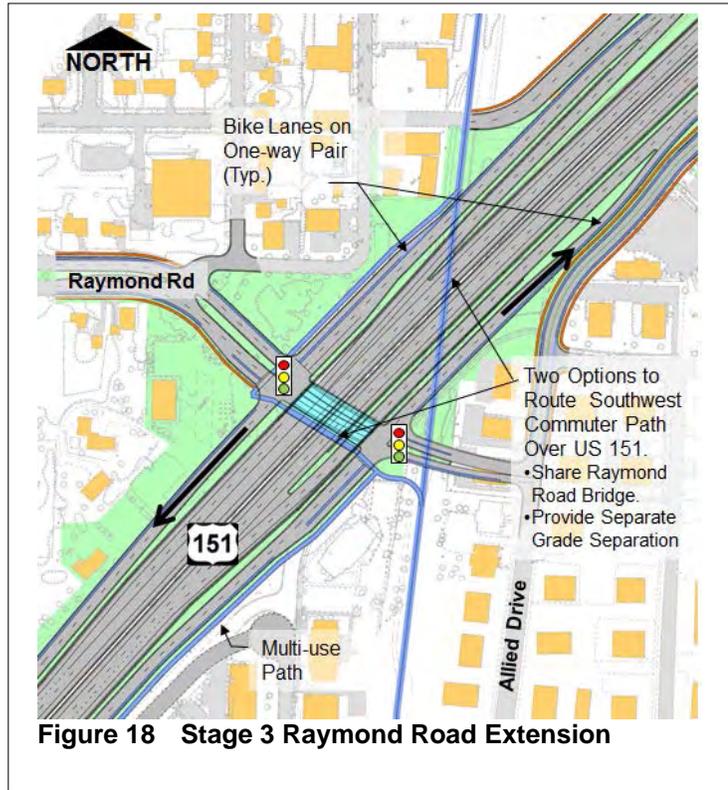


Figure 18 Stage 3 Raymond Road Extension

6. Williamsburg Way

The intersection of Williamsburg Way with Verona Road will be changed by adding a bridge for Williamsburg Way that will cross over the depressed US 151 freeway. Williamsburg Way will have direct access to the Verona Road one-way pair, but it will not have direct access to the US 151 depressed freeway. Figure 19 illustrates this option.

7. Bicycle and Pedestrian Accommodations

The one-way-pair local road system will have bike lanes. Additionally, there will be a bike path on the east side of Verona Road that connects the Southwest Commuter Path with County PD. The Capital City Trail extension underpass may be eliminated and path users could be redirected to the new Williamsburg Way overpass that crosses the US 151 freeway. Also, the Southwest Commuter Path underpass (near Raymond Road) will be eliminated. Two options are being considered for path continuity. Option 1 would have path users routed to the Raymond Road overpass. Option 2 would provide a separate grade-separated crossing of Raymond

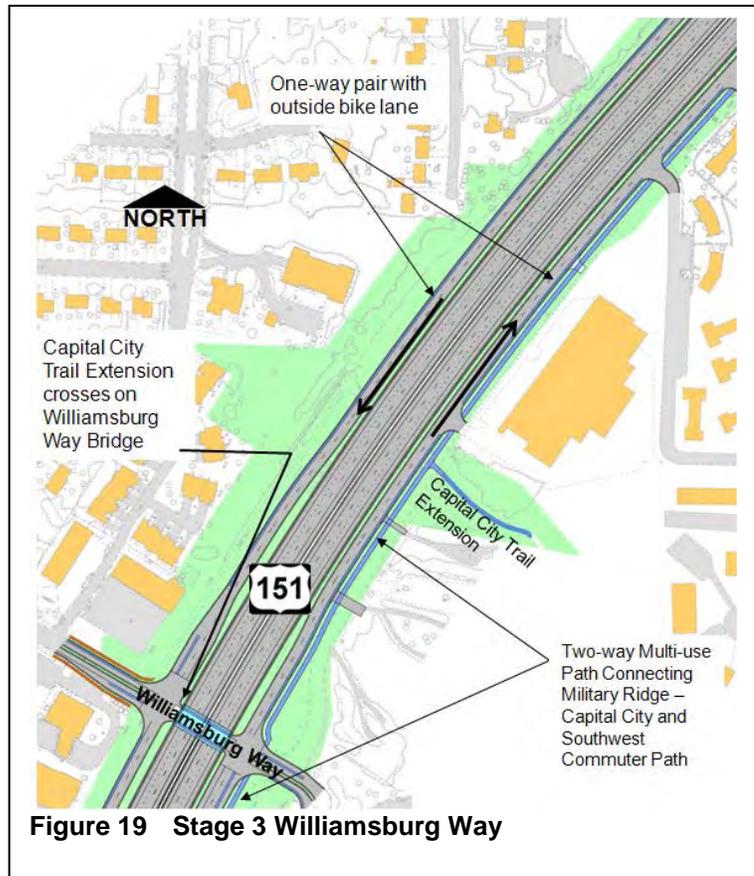


Figure 19 Stage 3 Williamsburg Way

Road, Verona Road, and US 151. This decision will be made closer to implementation of Stage 3. The bicycle/pedestrian bridge west of the Verona Road/Beltline interchange will remain as it is today. The eastern bridge, between the Verona Road interchange and Seminole Highway, will either be extended or reconstructed.

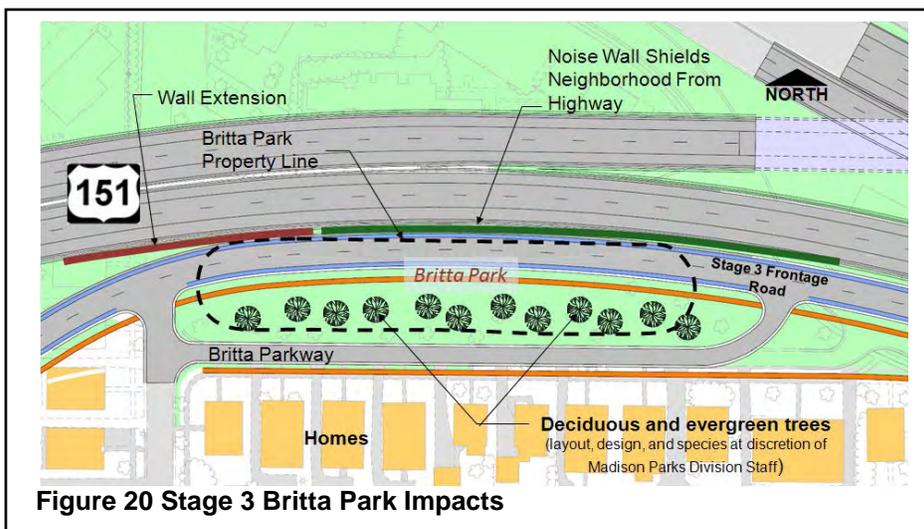
8. Other

The southeast and northeast quadrants of the interchange qualify for noise walls in Stage 3. WisDOT has committed to construction of the noise walls, contingent upon obtaining a vote of support from a simple majority of property owners and renters benefited by the noise mitigation. More detailed illustrations on the locations of the proposed noise abatement walls are shown on the exhibits in Attachment C

Stormwater basins will also either be constructed or enlarged to address stormwater management of Stage 3.

3. Final Section 4(f) Determination Issued for Britta Park (23-CFR 774)

Britta Park is long narrow green space located north of Britta Parkway and in the southeast quadrant of the Verona Road/Beltline interchange. The Britta Park 0.77 acre green space is a designated City of Madison park but does not contain ball fields, playground equipment, or other amenities. The open space is used by neighboring residents. Stages 1 and 2 will not directly affect the Britta Park property boundary. Stage 3 will require the acquisition of 0.47 to 0.59 acres of land from the park boundary. The effective size of Britta Park would decrease by 60 to 75 percent. Britta Park currently is in the center of two local streets, with Stage 3 it will be south of a rerouted frontage road. Local officials with jurisdiction over the park, the Madison Parks division, have been contacted and are in agreement with the statement of impacts. The project evaluated the “Do Nothing” alternative as well as alternatives which did not impact the Section 4(f) Britta Park and they were determined not to be feasible or prudent. Table 1 summarizes the alternatives associated with avoiding and minimizing impacts to the park. The Selected Build Alternative includes all possible measures to minimize harm to Britta Park. Figure 20 shows the before and after configurations for Britta Park for Stage 3.



Alternative	Effects
 <p>Routing Frontage Road north of Britta Park (Current Preferred Alternative)</p>	<ul style="list-style-type: none"> Section 4(f) property impacts – requires 20,400 square feet of Park. Britta Park character change – limited use as a neighborhood gathering place. Remaining greenspace would help screen neighborhood homes from frontage road. Recreational facilities would be added at DeVolis Park to offset Britta Park impacts. Frontage Road connectivity consistent with City neighborhood Physical Plan recommendations. <p>Feasible and Prudent</p>
 <p>Route Frontage Road South of Britta Park</p>	<ul style="list-style-type: none"> No 4(f) property impacts. Britta Park and local road character change—high volume road in front of neighborhood homes—considerable community disruption. Separates parkland from users with high volume frontage road—creates safety concerns. Not consistent with City's Physical Plan recommendations. <p>Feasible but not Prudent</p>
 <p>Discontinue Frontage Road</p>	<ul style="list-style-type: none"> No 4(f) property impacts. Access to adjacent properties more difficult. Separates west side of neighborhood from east side of neighborhood. Increases traffic on DeVolis Parkway substantially. <p>Feasible but not Prudent</p>
 <p>South Reliever Alternatives on New Location</p>	<ul style="list-style-type: none"> No 4(f) property impacts. Considerable impacts outside of corridor. Does not satisfy several components of the project purpose and need, including relieving congestion and improving neighborhood connectivity. <p>Feasible but not Prudent</p>

Table 1 Section 4(f) Britta Park Feasible and Prudent Evaluation

On October 30, 2009, the City of Madison Parks Division sent a letter to WisDOT that describes the park, its uses, and suggested measures for offsetting impacts to the park. Subsequent coordination and correspondence resulted in the following mitigation framework to reduce and offset Stage 3 impacts to Britta Park.

- Providing a surface berm with screening elements to provide a noise/visual barrier between the homes fronting Britta Park and the frontage ramp. A screening wall should be placed to separate the relocated frontage road. The wall could be planted with vertical species such as columnar trees/shrubs and vines. The wall could also present a “canvas” for public art.
- Payment of fair market value for the property. The City prefers the pursuit of opportunities for a one-to-one replacement of the land that will help to maintain its inventory of parkland.
- Installation of neighborhood park amenities such as a three-quarter-court basketball, volleyball, and playground equipment in DeVolis Park. Layout, design, and equipment selection should be at the discretion of the Madison Parks Division staff with purchase and installation according to City of Madison Standard Specifications.
- Add quality deciduous and evergreen trees to the existing understory to supplement the canopy lost to construction and potential Emerald Ash Borer infestation. Layout, design, and species selection should be at the discretion of the Madison Parks Division staff and installed in accordance with the City of Madison Standard Specifications. Phased planting should occur early in the project to ensure a maximum canopy by completion of the project.

These measures have been discussed with the Madison Parks Commission and are reflected in the City of Madison’s comment letter and subsequent Madison Parks division correspondence. The mitigation framework for Stage 3 will be reconfirmed with the City of Madison prior to the implementation of Stage 3.

For more information on the Final Section 4(f) Determination for the park, refer to the FEIS, pages 4-216 to 4-233.

4. Direct Impacts of Selected Build Alternative

Table 2 summarizes the anticipated impacts of the Selected Build Alternative. For more information, refer to Table ES.4-1 in the FEIS

Table 2 Direct Impacts of Selected Build Alternative						
Environmental Issue	Unit Measure	Verona Road Detailed Alternatives				
		No Build	Preferred Alternative			
			Stage 1	Stage 2	Stage 3	Stages 1, 2, and 3 ***
Project Length	Mi	1.1	1.1	1.8	3.1	Varies
Cost \$ *						
Design Engineering	Millions \$	0	9.5-10.5	4.8-5.3	32.2-35.6	46.5-51.4
Construction & Field Engineering	Millions \$	3.6	76.0-84.0	48.5-53.6	154.0-170.0	278.5-307.6
Real Estate and Utilities	Millions \$	0.7	20.9-23.1	0.9-1.1	20.7-22.9	42.5-47.1
Total **	Million \$	4.3	106.4-117.6	54.2-60.0	206.9-228.5	367.5-406.1
Anticipated Years of Construction		2015	2013-15	2017-18	2030-32	Varies
Anticipated Cost in Year of Construction**	Million \$	5	112.9-124.8	62.3-68.9	307.4-339.5	482.6-533.2
Land Conversions						
Total Area Converted to R/W	Acres	0	11.9	0.5	11.7	24.1
Wetland Area Converted to R/W	Acres	0	0	0	0	0
Upland Area Converted to R/W	Acres	0	0	0	0	0
Other/Institutional Area Converted to R/W	Acres	0	0	0.01	0	0.01
Real Estate						
Number of Farms Affected	Number	0	0	0	0	0
Total Area From Farm Operations Required	Acres	0	0	0	0	0
AIS Required?	Yes/No	No	No	No	No	No
Farmland Rating	Score	0	N/A	N/A	N/A	N/A
Residential Buildings Acquired	Number	0	10	0	6	16
Business Buildings Acquired	Number	0	10	0	18	28
Total Buildings Acquired (Res&Bus)	Number	0	20	0	24	44
Households Relocated	Number	0	31	0	33	64
Businesses Relocated	Number	0	15	0	21	36
Total Relocations Required (Res&Bus)	Number	0	46	0	54	100
Fee Acquisition Residential Parcels	Number	0	16	0	15	31
Fee Acquisition Business/Institutional Parcels	Number	0	33	11	23	67

Table 2 Direct Impacts of Selected Build Alternative						
Environmental Issue	Unit Measure	Verona Road Detailed Alternatives				
		No Build	Preferred Alternative			
			Stage 1	Stage 2	Stage 3	Stages 1, 2, and 3 ***
Fee Acquisition Total Parcels	Number	0	49	11	38	98
Flood Plain	Yes/No	No	No	No	No	No
Stream Crossings	Number	0	0	0	0	0
Endangered Species	Yes/No	No	No	No	No	No
Historic Properties	Number	0	0	0	0	0
Archeological Sites	Number	0	0	0	0	0
106 MOA Required?	Yes/No	No	No	No	No	No
4(f) Evaluation Required?	Yes/No	No	No	No	Yes	Yes
4(f) R/W Impacts	Acres	0	0	0	0.47 to 0.59	0.47 to 0.59
Environ Justice An Issue?	Yes/No	No	Yes	No	Yes	Yes
Level of Controversy	Low/Med/High	No	Medium	Low	High	Medium
Air Quality Permit?	Yes/No	No	No	No	No	No
Design Year Noise Sensitive Receptors						
No Impact	Number	1,212 ²	640		590	656 ¹
Impact	Number	0 ²	530		450	460 ¹
Exceed dBA Levels	Number	630 ²	530		450	460 ¹
Haz Mat Phase 2 Sites	Number	No	8	3	10	19

Table 2 – Direct Impacts of Selected Build Alternative

5. Reasons for Selection

Several reasons support the Selected Build Alternative, which includes refinements resulting from comments on the SDEIS.

a. Purpose and Need is Satisfied

The Selected Build Alternative satisfies each component of the project purpose and need. Operational, capacity, and neighborhood connectivity needs are addressed in every stage, while US 151 backbone system continuity is addressed in Stages 2 and 3.

b. Improvements Coincide with Need

The Selected Build Alternative addresses capacity and safety needs in a staged manner where construction of the improvement coincides with the transportation needs.

c. Impacts are Delayed Until Improvement is Needed

The Selected Build Alternative stages the impacts. Properties that are not needed until the Stage 3 freeway conversion can remain occupied and continue to serve the current business or residence.

d. Local Government and State and Federal Agency Comments are addressed

The staging of the Selected Build Alternative and FEIS-described refinements to the Stage 1 design address key comments received from local governments and state and federal agencies during the DEIS and SDEIS comment periods.

B. ALTERNATIVES CONSIDERED

Early in the study several transportation strategies were investigated to determine their ability to fulfill the project purpose and need. These strategies included:

1. No-Build—which does not make any improvement to the Verona Road corridor other than those needed to maintain the facility.
2. Transportation Demand Management (TDM)—which seeks to relieve highway congestion by improving the efficiency of the transportation facility by reducing the need to travel, shifting travel to less-congested time periods and routes, and shifting travel to higher occupancy or nonmotorized vehicles.
3. Transit—implementing the transit component of the regional transportation plan administered by the Madison MPO, the State Transportation Plan administered by WisDOT, and other transit initiatives (Transport 2020 and Midwest Rail Initiative).
4. Build Off-alignment—a southern corridor, named the “South Reliever,” which closely paralleled the County Highway M corridor.
5. Build On-alignment—which improves the existing US 18/151 corridor through urban and/or freeway improvements.

Each strategy has merits but the Build On-alignment strategy satisfied the project purpose and need to the greatest extent (see Table 3).

Numerous build alternatives were investigated and are summarized in Appendix A of the FEIS for this project. The DEIS signed on March 5 of 2004 had three main alternatives: the No Build Alternative, the Urban Roadway Alternative that built a single-point interchange and kept signals on US 18/151, and the Freeway Alternative that separated local traffic from regional traffic by providing a depressed freeway down the center of Verona Road. The SDEIS signed on August 23 of 2010 documented a Preferred Build Alternative that is a staged implementation of the Urban Roadway Alternative and the Freeway Alternative. The Selected Build Alternative described in Section A of this Record of Decision is the Preferred Build Alternative described in the SDEIS and FEIS, with refinements made in response to comments received. The Selected Build Alternative, is the environmentally preferable alternative when considering a balance of transportation, environmental, and socio-economic factors (40 CFR 1505.2(b)).

Transportation Strategy/ Purpose and Need Criteria	No Build	TDM	Transit	Roadway Off-Alignment	Roadway On-Alignment
1. Enhance mobility on US 151 backbone?	No—At-grade signalized intersections remain on US 151, which is inconsistent with Backbone classification.	No—At-grade signalized intersections remain on US 151, which is inconsistent with Backbone classification.	No—At-grade signalized intersections remain on US 151, which is inconsistent with Backbone classification.	Yes—For US 151 regional traffic. Existing Verona Road receives only minor traffic reductions.	Yes—On-alignment improvements have potential to improve US 151 mobility in a manner consistent with Backbone classification.
2. Provide Capacity to Meet Demand?	No—No additional capacity is provided.	No—Some reduction in traffic volume growth, yet operational levels remain the same.	No—Some reduction in traffic volume growth, yet operational levels remain the same.	Yes—US 151 roadway would have additional capacity to meet regional traffic demands. (Verona Road's capacity would not be increased and operations would not improve)	Yes—On-alignment improvements can provide capacity needed to meet traffic demands.
3. Improve travel safety on US 151 backbone corridor?	No—Safety improvements are not made.	No—Some reduction in traffic volume, yet congestion-related crashes likely to remain. At-grade signalized intersections and associated crossing conflicts remain on US 151.	No—Some reduction in traffic volume, yet congestion-related crashes likely to remain. At-grade signalized intersections and associated crossing conflicts remain on US 151.	Yes—For a relocated US 151 built as a full freeway corridor with high travel safety. No— For existing Verona Road, where crash rates likely to remain the same.	Yes—On-alignment improvements have potential to substantially improve US 151 safety levels.
4. Preserve mobility on US 12/14 (Beltline) corridor around the US 18/151 (Verona Road) interchange?	No—Interchange will continue to operate poorly with Beltline queuing.	No—Traffic volume growth reductions are not substantial enough to improve interchange operation and decrease Beltline queuing.	No—Traffic volume growth reductions are not substantial enough to improve interchange operation and decrease Beltline queuing.	No—Traffic volume reductions/ redirections are not substantial enough to improve interchange operation and decrease Beltline queuing.	Yes—On-alignment improvements have potential to substantially improve interchange operation and reduce Beltline queuing.
5. Enhance non-motorized travel accommodations and connectivity in the US 151-US 12/14 corridors?	No—additional nonmotorized accommodations are not constructed.	Yes—Many TDM strategies could include providing nonmotorized accommodations and connectivity in the Verona Road corridor.	Possibly—Some nonmotorized travel accommodations could be implemented in conjunction with transit enhancements.	No—Nonmotorized travel accommodations in the Verona Road corridor would have to be implemented separately.	Yes—New and enhanced nonmotorized travel accommodations are included throughout the corridor including bike paths, sidewalks, and transit accommodations.

Table 3 Transportation Strategy Purpose and Need Comparison

C. ISSUES OF LOCAL AND REGIONAL CONCERN

1. Selected Build Alternative–Stage 1

Issues of concern related to Stage 1 of the Selected Build Alternative include the following:

- a. Some neighborhood residents have strongly advocated for the removal of the US 151 designation from Verona Road and the construction of a “South Reliever,” a conceptual corridor that runs east-west between Interstate 39 and Verona. They feel an alternate US 151 corridor would decrease traffic levels on Verona Road. (This alternative was evaluated. Traffic modeling indicated a South Reliever would not reduce future traffic volume, but would only reduce the magnitude of the future traffic volume increase. See Appendix L of the FEIS).
- b. Many have expressed a strong desire for the project to construct noise walls. Many of these advocates live in areas where noise walls were not proposed in the FEIS yet noise levels remain relatively high. Since the publishing of the FEIS, changes in WisDOT's Noise Policy have made additional areas eligible for noise walls. Noise walls are included with this project in all areas that meet the reasonableness criteria of WisDOT's Noise Policy. For Stage 1 noise walls are eligible in the northeast and southeast quadrants of the Verona Road interchange and the northeast quadrant of the Whitney Way interchange, contingent upon obtaining a vote of support from a simple majority of property owners and renters benefited by the noise mitigation.
- c. Some have expressed concerns over air quality and the effects to adjacent neighborhoods.
- d. Some small business owners have expressed concerns associated with the nontypical traffic movements associated with the Summit Road jug-handle.
- e. Some concerns were expressed over the realignment of the frontage road in the southeast quadrant of the interchange and how close the road came to Britta Park. This led to the development and evaluation of the Option B frontage road alternative, which has since been incorporated in the Selected Build Alternative.
- f. A few residents expressed concerns over the quantity and quality of stormwater reaching Dunn's Marsh, the University of Wisconsin Arboretum, and other water bodies. The Selected Build Alternative will implement stormwater management measures that improve stormwater quality. There was further controversy associated with the construction of a stormwater basin west of Dunn's Marsh. Stormwater management features have since been relocated to other areas.
- g. Some have expressed concerns regarding traffic speed on frontage roads and around the proposed jug-handle at Summit Road.
- h. Some expressed concern over the routing of Allied Drive to Atticus Way and how it separated commercial properties from the neighborhood as well as increased traffic on Atticus Way. The Selected Build Alternative now has Allied Drive connecting directly to the jug-handle, eliminating the need to realign it.
- i. Some expressed concern over the difficulty of crossing Verona Road near the Verona Road/Beltline interchange. The Selected Build Alternative now includes a pedestrian/bicycle path underneath Verona Road on the south approach of the interchange.
- j. Some residents expressed concerns over the predicted traffic capacity, safety, and noise reduction benefits associated with Stage 1 and 2 in the face of current congestion and high projected traffic growth. They advocate for implementing Stage 3 sooner rather than later.

2. Selected Build Alternative—Stage 2

Issues of concern related to Stage 2 of the Selected Build Alternative include the following:

- a. Many have expressed a strong desire for the project to construct noise walls, particularly on the west side of Verona Road between Williamsburg Way and Raymond Road. Since the publishing of the FEIS, the provisions of WisDOT's Noise Policy have been modified. With these modifications both the east and west sides of Verona Road are eligible for noise walls. WisDOT has committed to construction of the noise walls, contingent upon obtaining the support of a simple majority of property owners and renters benefited by the noise mitigation.
- b. The city of Fitchburg has requested a bicycle/pedestrian grade separation of McKee Road (County PD) for the Cannonball Trail, and the Badger State Trail, as well as a bicycle pedestrian grade separation of US 18/151 south of the County PD interchange. When the Cannonball Trail is opened, WisDOT will evaluate path usage and determine whether a grade-separated crossing is warranted. If warranted, a grade-separated crossing will be added to Stage 2 construction. As part of the Stage 2 interchange design, WisDOT has committed to evaluating the construction of a path facility along the south side of County PD that allows bicyclists to connect directly between the Cannonball and Military Ridge Trails and Nesbitt Road without an at-grade crossing of County PD.
- c. Some have expressed concern over the quantity of increased stormwater runoff as it runs into the Goose Lake drainage area, which is a closed system.

3. Selected Build Alternative—Stage 3

Issues of concern related to Stage 3 of the Selected Build Alternative include the following:

- a. Some expressed concern over the need for Stage 3 and the considerable residential and commercial impacts that will occur when Stage 3 is implemented. According to 23 CFR 771.129, actions reviewed under NEPA must be reevaluated after three years if action has not been taken on them. Because the construction of Stage 3 is not anticipated until 2030, WisDOT will reevaluate the need and impacts of Stage 3 before it is implemented.
- b. Some have expressed concern that officially mapping the area needed for Stage 3 improvements may lead to private disinvestment of properties.

D. FEIS COMMENTS AND RESPONSES

1. Agency Comments

The only federal or state agency to comment on the FEIS was the United States Environmental Protection Agency (USEPA). Their letter of August 4, 2011 is attached to this ROD as Attachment A. The following paragraphs summarize their primary comments and WisDOT's and FHWA's response.

- a. USEPA concurs with FHWA action to expand stormwater retention basins in area and volume.
Comment noted. The stormwater retention basins and other management measures proposed are presented in Section E.10 of this ROD, and in Section 4.8K of the FEIS
- b. USEPA urges FHWA to use vegetation in drainage areas and to use permeable pavement where possible on local roads and parking lots.
FHWA and WisDOT have committed to use vegetation which promotes phytoremediation in drainage areas to improve stormwater quality. WisDOT has committed to discussing the possible use of permeable pavements on bike trails and local roads with local municipalities.

- c. USEPA concurs that FHWA is committed to continuing outreach to communities in the project area.

Comment noted. WisDOT has committed to continued coordination with local officials and the public for input into the final design of noise abatement walls, local streets, bicycle and pedestrian facilities, and Britta Park mitigation measures during the design of all three stages.

- d. USEPA notes that the Greater Madison Area is in non-attainment for Sulfur Dioxide (SO₂) as of June 9, 2010. USEPA highly recommends that FHWA consider an anti-idle policy for construction vehicles and consider other emission reduction factors described in the EPA document titled "Potential for Reducing Greenhouse Gas Emissions in the Construction Sector." The letter includes additional suggestions for improving air quality during construction and requests that FHWA consider them to the maximum extent possible.

WisDOT has committed to including Special Provisions in the contracts for this project which will encourage the contractors to practice an anti-idle policy. Within these Special Provisions, WisDOT will also encourage the use of cleaner fuels that contain lower levels of sulfur. Using ultra-low sulfur diesel does not require equipment changes or modification. Using fuels that contain a lower level of sulfur also tend to increase the effectiveness of retrofit technologies. FHWA will work with WisDOT and encourage them to consider adopting an anti-idle policy for construction vehicles and the USEPA's Diesel Emissions Reduction Best Management Practices (BMPs) on a Statewide basis.

2. Public Comments

Public Comments received on the FEIS are summarized and responded to in Attachment B of this ROD. Most of the public comments received were similar to the comments received on the SDEIS, which are addressed in Section 5 of the FEIS. The following paragraphs briefly summarize public comments received during the FEIS availability period on topics which were not previously reviewed.

- a. The ped-bike overpass east of the Verona Road interchange creates indirection because the south approach is directed to the west. The south approach to the overpass should connect directly to the local street (Whenona Drive) on the south side of the Beltline.

During final design, WisDOT has committed to investigating various pedestrian ramp alignments that maintain and improve connectivity. Ramp alignments that connect to Whenona Drive will be part of those investigations.

- b. Some suggest constructing transparent walls to elevated portions of the project, as was used on the Marquette Interchange, to mitigate noise.

WisDOT installed transparent walls on the Marquette Interchange project to prevent road debris and salt from impacting a sensitive property. The walls cannot be used for noise mitigation by WisDOT because they have little sound absorption qualities and their cost is far higher than other wall materials typically employed for this purpose. WisDOT has committed to follow WisDOT's Noise Policy regarding the siting of noise walls for the Selected Build Alternative. Recent revisions to the policy increased the number of noise walls that can be constructed with the Selected Build Alternative

- c. The neighborhoods have managed the open area near the Southwest Commuter Path overpass's north approach with native plantings. They have expressed concern over the installation of a bioswale and rerouting of the Hammersley Road path connection to the Southwest Commuter Path may disturb this area. They requested that these managed natural features be maintained to the extent possible.

During design WisDOT has committed to evaluate multiple path alignments that maximize stormwater quality management effectiveness while maintaining or improving path connectivity and alignment. WisDOT has also committed to saving existing native

plantings to the extent practical. WisDOT has also committed to consider native plantings in the design of stormwater management facilities and use them to the extent feasible and agreed to by local municipalities.

- d. Some requested the use of 51-inch concrete barrier wall along portions of the project as a way to minimize tire whine.

WisDOT will be using 42-inch concrete barrier wall in areas of the project that require crash protection, except where structure protection warrant use of a higher 56-inch barrier (which replaces the 51-inch barrier commented on). General use of the 56-inch barrier is discouraged because of safety concerns associated with "head slap". Noise reduction benefits from the use of a higher concrete barrier would be minimal. The barriers are not able to reduce noise to levels stated by WisDOT's Noise Policy.

- e. Some are concerned about construction noise associated with night construction.

The special provisions for this project will require that motorized equipment shall be operated in compliance with all applicable local, state, and federal laws and regulations relating to noise levels permissible within and adjacent to the project construction site. Because of the nature of the project, some night construction may be needed. WisDOT has committed to keep night time construction noise impacts to a practical minimum, and will balance the need for night time construction activities against a shortened construction schedule.

E. MEASURES TO MINIMIZE HARM AND COMMITMENTS

All practicable means to avoid or minimize environmental harm have been adopted in the Selected Build Alternative. The following paragraphs summarize these measures.

1. Community and Residential

a. Selected Build Alternative—Stage 1

During construction access to residences and community facilities in the areas affected by the alternative will be maintained. Emergency vehicle and transit routes will be maintained or alternate routes provided to ensure continuous access to all neighborhoods.

A pedestrian-bicycle underpass will be constructed on the south approach of the Verona Road Beltline interchange.

A connection between the Carling Drive extension and Freeport Road will be constructed. Once Stage 1 construction is complete, the city of Madison has indicated that it will evaluate its effect on both trail and neighborhood street safety and determine if the connection will remain permanently. WisDOT has committed to assist with that evaluation and remove or alter the road when and if the City requests.

b. Selected Build Alternative—Stage 2

During construction, access to businesses will be maintained and emergency response routes will be maintained.

The Military Ridge Trail (MRT) (south of County PD and east of Verona Road) will be reconstructed within the existing Verona Road R/W and cross County PD immediately east of the interchange to avoid any Section 6(f) impacts. This will include an at-grade crossing of the east leg of County PD alongside the proposed northbound on- and off-ramps.

The south-most section of the Cannonball Trail will cross County PD and connect to the MRT. Once the Cannonball Trail is opened, WisDOT has committed to evaluate path usage and determine whether a grade-separated crossing is warranted as part of Stage 2 construction. If it

is warranted, WisDOT has committed to construct a grade-separated crossing in line with the Cannonball Trail. Otherwise, this crossing will remain a midblock at-grade crossing with special median treatments that provide refuge to pedestrians and bicyclists. WisDOT would add a new connection to and from the existing signalized intersection of County PD and Commerce Park Drive. If requested and approved by the WDNR and National Parks Service, WisDOT has committed to modifying the MRT south of County PD as needed to connect to the proposed Cannonball Trail.

c. Selected Build Alternative—Stage 3

Raymond Road will be extended across the US 151 depressed freeway facility and connect it with Allied Drive. The Raymond Road extension will help connect neighborhoods west and east of Verona Road.

WisDOT has committed to constructing a noise wall near Britta Park that will serve both as a noise and visual barrier between the neighborhood and the US 151 freeway ramps. The wall will be landscaped and replace the screening function currently provided by existing structures. See commitments for mitigation to Section 4(f) resources in Sections A.3 and E.14 of this ROD.

2. Economic Development and Business

a. Selected Build Alternative—Stage 1

Real estate negotiations will address parking and/or access modifications for businesses to maintain their operations in their current building rather than be relocated. Preliminary accommodations are as follows:

- (1) Book warehouse at 4509 Beltline Frontage Road—Alternate truck access.
- (2) Hardware Store at 1332 Midvale—Relocated parking and possible vacated R/W.

b. Selected Build Alternative—Stage 2

Businesses in Stage 2 will remain in their current locations. Access to these buildings may be modified but will be provided in all cases.

c. Selected Build Alternative—Stage 3

No special commitments.

3. Agriculture

Not Applicable.

4. Environmental Justice

Pursuant to Title VI of the Civil Rights Act and EO 12898, Federal law prohibits discrimination on the basis of race, color, age, sex, or country of national origin in the implementation of this action. It is also Federal and State policy that no group of people bears the negative consequences of this action in a disproportionately high and adverse manner without adequate mitigation.

a. Selected Build Alternative—Stage 1

Stage 1 will improve and add to connections to, from and across Verona Road. This will include extending Carling Drive to Allied Drive and constructing a connection underneath Verona Road between the Carling Drive extension and Freeport Road. Connecting the Allied Dunn's Marsh neighborhood to the west side of Verona Road will offer several benefits. This extension will provide traffic relief during construction. Once construction is completed, WisDOT has committed to work with the city of Madison as it evaluates whether the Freeport connection should be

maintained. If the evaluation finds the roadway connection should not remain, WisDOT will remove the roadway.

The underpass associated with the jug-handle will have both bicycle and pedestrian accommodations. This underpass provides a new grade separated crossing of Verona Road.

During design and construction, WisDOT has committed to continue outreach to the Allied neighborhood to maintain community involvement.

b. Selected Build Alternative—Stage 2

Minimal impacts to environmental justice populations are anticipated in Stage 2.

c. Selected Build Alternative—Stage 3

The depressed US 151 freeway described under Community and Residential commitments also has environmental justice benefits by helping to integrate the currently physically isolated Allied and Dunn's Marsh neighborhoods with surrounding neighborhoods through the Raymond Road extension.

Stage 3 will have impacts to Britta Park and adjacent users. Measures to minimize and offset these impacts are discussed under Section 4(f) and 6(f) properties in Sections A.3 and E.14 of this ROD.

5. Wetlands

Not Applicable.

6. Streams and Floodplains

Not Applicable.

7. Lakes or Other Open Water

The Quarry Ridge Basin may be expanded. See stormwater management commitments in Section E 10.

8. Upland Habitat

Not Applicable.

9. Erosion Control

Best management practices will be implemented according to all governing ordinances and policies both during the construction phase and for the long term.

10. Stormwater Management

Standard WisDOT guidelines for drainage-related erosion control measures and Wisconsin Administrative Code TRANS 401 and WDNR/WisDOT cooperative agreement standards for stormwater runoff control will be incorporated into the stormwater management strategy.

WisDOT has committed to also work with the city of Fitchburg, city of Madison, and Dane County stormwater management design standards to the maximum extent practicable.

Stormwater management measures being proposed for Stages 1, 2, and 3 include a stormwater basin south of the former Cub Foods parking lot, a basin west of Verona Road and south of Nesbitt Road, the possible expansion of the Quarry Ridge Basin, and a possible settlement basin adjacent to

Dunn's Marsh. No wetlands will be filled with these measures. WisDOT has committed to meet TRANS 401 post construction stormwater requirements.

Native plantings will be considered adjacent to stormwater management facilities to the extent possible.

11. Air Quality

The project is exempt from construction air permit requirements according Wisconsin Administrative Code NR 406 criteria.

WisDOT has committed to including Special Provisions in the contracts for this project which will encourage the contractors to practice an anti-idle policy. Within these Special Provisions, WisDOT will also encourage the use of cleaner fuels that contain lower levels of sulfur. Using ultra-low sulfur diesel does not require equipment changes or modification. Using fuels that contain a lower level of sulfur also tend to increase the effectiveness of retrofit technologies. FHWA will work with WisDOT and encourage them to consider adopting an anti-idle policy for construction vehicles and the USEPA's Diesel Emissions Reduction Best Management Practices (BMPs) on a Statewide basis.

12. Construction Stage Sound Quality

To reduce the potential impact of construction noise, the special provisions for this project will require that motorized equipment shall be operated in compliance with all applicable local, state, and federal laws and regulations relating to noise levels permissible within and adjacent to the project construction site. All motorized construction equipment will be required to have mufflers constructed in accordance with the equipment manufacturer's specifications or a system of equivalent noise reduction. It will also be required that mufflers and exhaust systems be maintained in good working order, free from leaks or holes.

13. Traffic Noise

a. Selected Build Alternative—Stage 1

Stage 1 studies indicated that noise walls are feasible and reasonable for the northeast quadrant and southeast quadrant of the Verona Road interchange. Since the publishing of the FEIS, changes to WisDOT's Noise Policy indicate that the northeast quadrant of the Whitney Way interchange also meets the feasible and reasonable criteria for a noise wall. WisDOT is committed to construction of the noise walls, contingent upon obtaining a vote of support from a simple majority of property owners and renters benefited by the noise mitigation.

If the requirements in WisDOT's Noise Policy are further modified prior to the construction of Stage 1, WisDOT will reevaluate the noise analysis to determine if noise walls are feasible and reasonable in additional locations. If they are, WisDOT has committed to work with the city of Madison and affected residents/property owners through additional public involvement to determine if they are to be incorporated into the construction plans.

b. Selected Build Alternative—Stage 2

Stage 2 studies indicate that noise walls are feasible and reasonable along the east side of Verona Road between Raymond Road and Williamsburg Way. Since the publishing of the FEIS, changes to WisDOT's Noise Policy indicate that the west side of Verona Road between Raymond Road and Williamsburg Way also meets the feasible and reasonable criteria for a noise wall. WisDOT has committed to construction of the noise wall, contingent upon obtaining a vote of support from a simple majority of property owners and renters benefited by the noise mitigation.

If the requirements in WisDOT's Noise Policy are further modified prior to the construction of Stage 2, WisDOT will reevaluate the noise analysis to determine if noise walls are feasible and reasonable in additional locations. If they are, WisDOT has committed to work with the city of

Madison and affected residents and property owners through additional public involvement to determine if they are to be incorporated into the construction plans.

c. Selected Build Alternative—Stage 3

Stage 3 studies indicate that noise walls are feasible and reasonable for the northeast and southeast quadrants of the Verona Road interchange. Noise modeling indicates noise walls on other portions of US 151 are not reasonable or feasible; however, the depressed freeway's retaining walls would potentially reduce noise. Noise walls may already be partially in place for Stage 3 construction from Stage 1 implementation. WisDOT has committed to construction of the additional noise walls in Stage 3, contingent upon obtaining a vote of support from a simple majority of property owners and renters benefited by the noise mitigation.

If the requirements in WisDOT's Noise Policy are modified prior to the construction of Stage 3, WisDOT will reevaluate the noise analysis to determine if noise walls are feasible and reasonable in additional locations. If they are, WisDOT as committed to work with the city of Madison and affected residents and property owners through additional public involvement to determine if they are to be incorporated into the construction plans.

14. Section 4(f) and 6(f) Impacts and Final 4(f) Determination

a. Selected Build Alternative—Stage 1

There will be no impacts to 4(f) and 6 (f) properties.

b. Selected Build Alternative-Stage 2

The Military Ridge Trail (MRT) (south of County PD and east of Verona Road) will be reconstructed within the existing Verona Road R/W and cross County PD immediately east of the interchange to avoid any Section 6(f) impacts. There will be no impacts to 4(f) and 6(f) properties.

WisDOT will maintain the existing MRT crossing of County PD to avoid any Section 6(f) impacts. Subject to maintenance agreements, a documented request from WDNR and the NPS, and the satisfaction of any 6(f) requirements, WisDOT has committed to alter or adjust the Cannonball and MRT trails as necessary to accommodate a rerouting of the MRT trail near County PD to Cannonball Trail as part of Stage 2 construction. WisDOT has committed to evaluate Cannonball Trail usage and determine whether a grade-separated crossing is warranted. If warranted, a grade-separated crossing will be added to Stage 2 construction.

c. Selected Build Alternative—Stage 3

The Selected Build Alternative would require 60 to 75 percent of Britta Park to be acquired for the frontage road, substantially diminishing the value of the park as a recreational open space for the neighborhood. The Final Section 4(f) Determination for Britta Park was issued based on the evaluations of the impacts to Britta Park and alternatives to avoid, minimize, and mitigate the impacts. The alternatives evaluated are summarized in Table 1 of this ROD. A summary of the mitigation measures proposed is presented below for Stages 1 and 3. For more information on the Final Section 4(f) Determination for the park, refer to section A.3 in this ROD, and pages 4-216 to 4-233 in the FEIS

There have been numerous discussions with city of Madison Park staff. Several measures will be applied to the park to offset and minimize impacts to residences adjacent to Britta Park. The mitigation framework agreed to with the city of Madison includes the following:

Stage 1

(Note: Since there are no Section 4(f) impacts to Britta Park in Stage 1, the following actions are not mitigation but measures to minimize impacts to lands surrounding the park.)

1. Providing a surface berm or other screening elements on the resulting vacant area between Britta Park and the Beltline to replace the screening function the existing buildings provide between the park and the Beltline.
2. Providing a screening wall from the proposed southeast quadrant noise wall extending beyond Neiman Place to the berm previously discussed. This screening wall could extend from and connect to the proposed noise wall.
3. Considering the use of public art in the open areas to the extent possible.

Stage 3

1. Providing a surface berm with screening elements to provide a noise/visual barrier between the homes fronting Britta Park and the frontage ramp. A screening wall will be placed to separate the relocated frontage road. The wall will be planted with vertical species, such as columnar trees/shrubs and vines.
2. Paying fair market value for the property. WisDOT will also pursue opportunities for a one-to-one replacement of the land that will help to maintain its inventory of parkland.
3. Installing neighborhood park amenities, such as a three-quarter-court basketball, volleyball, and playground equipment in DeVolis Park. Layout, design, and equipment selection will be at the discretion of the Madison Parks Division staff with purchase and installation according to city of Madison Standard Specifications.
4. Adding quality deciduous and evergreen trees to the existing understory at Britta Park to supplement the canopy lost to construction and potential Emerald Ash Borer infestation. Layout, design, and species selection will be at the discretion of the Madison Parks Division staff and installed according to city of Madison Standard Specifications. Phased planting should occur early in the project to ensure a maximum canopy by completion of the project.

These measures have been discussed with the Madison Parks Commission and are reflected in the city of Madison's comment letter contained in the FEIS. The mitigation framework for Stage 3 will be reconfirmed with the city of Madison prior to the implementation of Stage 3. The Parks Commission also requested the reevaluation of the environmental document prior to the implementation of Stage 3.

15. Historic Resources

The UW Arboretum is eligible for the National Register of Historic Places, but will not be directly affected by any of the alternatives.

16. Archaeological Resources

No archaeological resources will be impacted by the Selected Build Alternative. WisDOT has committed to notifying the appropriate agencies if any inadvertent discoveries are uncovered at anytime throughout the various phases of the project.

17. Hazardous Substances or Underground Storage Tanks (USTs)

Stage 1 of the Selected Build Alternative has 8 sites that required further investigation. Stage 2 of the Selected Build Alternative has 3 sites requiring further investigation. Stage 3 has 10 sites requiring further investigation. Further investigations will be performed for sites that cannot be avoided. Stage 1 stormwater management measures will use a previously remediated and closed Leaking Underground Storage Tank (LUST) site. Standard measures for protecting ground water and disposal of contaminated materials will be followed.

18. Aesthetics

a. Selected Build Alternative—Stage 1

In Stage 1 of the Selected Build Alternative, WisDOT has committed to incorporate aesthetic features into the interchange bridges and retaining walls. Landscaping and other features will be incorporated as determined by budget and local community preferences. Context sensitive design principles and funding will be applied in the project.

b. Selected Build Alternative–Stage 2

In Stage 2, WisDOT has committed to incorporate aesthetic features into the County PD interchange. Context sensitive design principles and funding will be applied in the project.

c. Selected Build Alternative–Stage 3

In Stage 3 of the Selected Build Alternative, the aesthetic environment will be improved by depressing the free flow interchange ramps and US 151 freeway lanes below grade to remove them from view. The structures associated with the depressed freeway will have aesthetic treatments and textures applied to them. Additionally, the noise wall near Britta Park will have aesthetic treatments and appropriate base plantings. Context sensitive design principles and funding will be applied in the project.

19. Coastal Zone

Not Applicable.

20. Construction Staging

On both Verona Road and the Beltline, two travel lanes will be maintained in each direction during construction.

F. MONITORING AND ENFORCEMENT

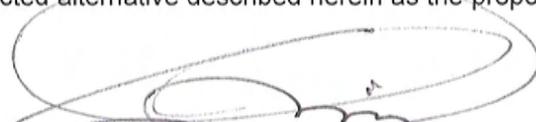
Project development will be monitored by FHWA and WisDOT to ensure conformance with the mitigation commitments made in the FEIS and this ROD prior to the authorization of Federal-aid highway funds. Other specific required actions include the following:

1. Relocation Assistance Plans for displaced residents and businesses require approval by the Wisconsin Department of Administration. Acquisition will be conducted in accordance with the Federal Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended.
2. The proposed highway improvement project will be in accordance with the standards of erosion control and stormwater management established in Trans 401.

G. CONCLUSION

Based on the analysis and evaluation documented in the FEIS, and after careful consideration of all social, economic, and environmental factors, including comments received during the environmental impact study process, the FHWA adopts the selected alternative described herein as the proposed action for this project.

Date: 11-2-11



George Poirier, Division Administrator
FHWA, Wisconsin Division