

Cooper, Carrie - DOT

From: Charlie.Webb@ch2m.com
Sent: Thursday, March 06, 2008 4:29 PM
To: Cooper, Carrie - DOT; Goldsworthy, Benjamin; abubb@kapur-assoc.com; brad.heimlich@ch2m.com; tanheuser@kapur-assoc.com
Cc: Singh, Gary - DOT
Subject: FW: Zoo Interchange

From: Polenske, Jeffrey [mailto:Jeffrey.Polenske@milwaukee.gov]
Sent: Thursday, March 06, 2008 4:19 PM
To: donna.brown@dot.state.wi.us
Cc: Mantes, Jeffrey; Webb, Charlie/MKE
Subject: RE: Zoo Interchange

Donna,

Just as a follow-up to my conversation with Charlie, I wanted to let you know in writing that we would like to be a "participating agency" (as defined by Section 6002 of the SAFETEA-LU). Please include me as the City's DPW rep and main point of contact.

Thanks,
Jeffrey S. Polenske
City Engineer
City of Milwaukee
(414)286-2400

From: Charlie.Webb@CH2M.com [mailto:Charlie.Webb@CH2M.com]
Sent: Tue 2/26/2008 1:48 PM
To: Polenske, Jeffrey
Subject: Zoo Interchange

Jeff---I got your return message...the purpose of my call last week was to follow up on the Zoo Interchange agency scoping meeting to see if the City of Milwaukee wants to be a "participating agency" as defined by the SAFETEA-LU Section 6002. I'd like to set up a time to talk on the phone or meet with you to discuss the in's and out's of the participating agency designation.

Brad Heimlich can follow up with you at this afternoon's meeting.

Thanks,
Charlie



Department of Public Works
Infrastructure Services Division

Jeffrey J. Mantes
Commissioner of Public Works

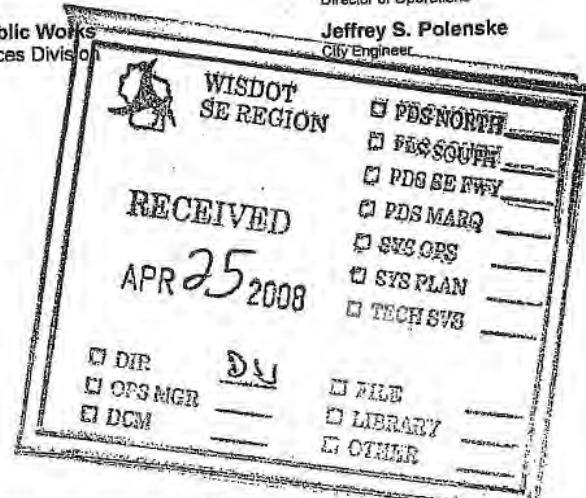
James P. Purko
Director of Operations

Jeffrey S. Polenske
City Engineer

April 24, 2008

Mr. Dewayne Johnson
Southeast Region Director
Wisconsin Department of Transportation
PO Box 798
Waukesha, WI 53187-0798

Dear Mr. Johnson:



As you are aware, the Wisconsin Department of Transportation (WISDOT) is beginning the environmental analysis/preliminary engineering phase for the construction of the Zoo Interchange in the City of Milwaukee. The purpose of this letter is to follow up the meeting of February 26, 2008 with Mayor Barrett and to provide initial Department of Public Works (DPW) input into the design at this early stage of project development.

First, DPW would like to express its continued disappointment that the DEIS and FEIS for the I-94 North-South corridor did not incorporate rapid transit alternatives when considering major transportation improvements in the north-south corridor. While we appreciate the explanations provided to our concerns within Appendix D of the FEIS, we continue to disagree with the general approach WISDOT takes by only implementing the highway components of the regional transportation plan while leaving rapid and express transit components to local jurisdictions.

WISDOT's role in maintaining an effective statewide transportation network should include funding all necessary inter-city transportation facilities that cross multiple jurisdictions – including rapid and express transit facilities. It is DPW's hope that WISDOT takes a more multimodal approach when considering improvements to the Zoo Interchange and future southeastern Wisconsin freeway improvements.

With respect to the Zoo Interchange, the 2035 Regional Transportation Plan for Southeastern Wisconsin calls for capacity expansion of southeastern Wisconsin freeways. However, the regional transportation plan recognizes that additional analysis will be necessary before freeway expansion is advanced. According to the regional transportation plan, "the 127 miles of freeway widening proposed in the plan, and in particular the 19 miles of widening in the City of Milwaukee (IH 94 between the Zoo and Marquette Interchanges and IH 43 between the Mitchell and Silver Spring Interchanges), will undergo preliminary engineering and environmental impact statement by the WISDOT

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During preliminary engineering, alternatives will be considered, including: rebuild-as-is, various options of rebuilding to modern design standards, compromises to rebuilding to modern design standards, rebuilding with additional lanes, and rebuilding with the existing number of lanes. Only at the conclusion of the preliminary engineering would a determination be made as to how the freeway would be reconstructed."

City of Milwaukee Common Council Resolution No. 011729 explicitly opposes capacity expansion of I-94 between the Marquette Interchange and the Zoo Interchange while generally supporting design improvements to improve safety if such improvements can be made without excessive community impacts. In light of Resolution No. 011729, DPW supports design improvements of the Zoo Interchange to improve motorist safety while minimizing right-of-way impacts.

If, however, WISDOT proposes capacity expansion of the Zoo Interchange, it is essential that the planning process as described in the regional transportation plan be adhered to. Specifically, it is DPW's expectation that a legitimate alternative analysis be performed that includes both freeway improvements and rapid transit improvements in the context of a regional plan for maintaining mobility of the traveling public. Such alternatives analysis would be expected to be subjected to a full public involvement process and would allow an informed evaluation of alternative infrastructure improvements in achieving broad community goals.

In the event that WISDOT does not propose capacity expansion of the Zoo Interchange, it would be DPW's expectation that the interchange be designed so as not to preclude future implementation of mass transit improvements. Specifically, the regional transportation plan has identified a number of east-west corridors within your project's limits for potential future commuter rail, rapid and express transit routes including a portion of the abandoned CP Rail West Allis Line. It is DPW's goal that this West Allis Line corridor, which runs under the south leg of the Zoo Interchange, be preserved for potential future express or rapid transit routes as well as an important link in the regional bike trail network. Furthermore, Wisconsin Avenue located just north of the Zoo Interchange, has been identified as potential future express transit route in the City of Milwaukee Comprehensive Transit Strategy. It is requested that this potential transit improvement be considered in the design of the Zoo Interchange as well.

Finally, as you know, the West Suburban TIA is essentially completed and it is imperative that the TIA conclusions be considered as a part of the Zoo Interchange design. The existing transportation system will not be able to accommodate the planned development within the County Research Park and Hospital Complex. The Zoo Interchange design team should consider options that would maximize access and mobility to and between the developing areas while minimizing the traffic impacts to the adjacent neighborhoods.

Mr. Dewayne Johnson
April 24, 2008
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As the preliminary engineering/environmental analysis phase for reconstruction of the Zoo Interchange progresses and design concepts are developed, DPW will provide further input as necessary. Furthermore, upon finalization of the design for the interchange, DPW will provide input into traffic mitigation strategies to maintain mobility during construction.

We look forward to continued discussions with WISDOT as the design phase progresses on this highly important project.

Very truly yours,



Jeffrey E. Polenske, P.E.
City Engineer



Jeffrey J. Mantes
Commissioner of Public Works

MDL:ns

C: Mayor Tom Barrett
President Willie L. Hines, Jr.
Alderman Michael J. Murphy
Alderman Robert Bauman



Department of Public Works
Infrastructure Services Division

Jeffrey J. Mantes
Commissioner of Public Works

James P. Purko
Director of Operations

Jeffrey S. Polenske
City Engineer

July 3, 2008

Ms. Carrie Cooper
Wisconsin Department of Transportation
141 NW Barstow Street
Waukesha, WI 53187

Subject: Zoo Interchange Reconstruction Project
Environmental Impact Statement
Agency Coordination Plan
Impact Analysis Methodology Document
Purpose and Need Document
City of Milwaukee Department of Public Works Review

Dear Ms. Cooper:

The City of Milwaukee Department of Public Works (DPW) has reviewed the Agency Coordination Plan, the Impact Analysis Methodology Document, and the Purpose and Need Document associated with the Zoo Interchange Reconstruction Project Environmental Impact Statement and has the following comments:

Agency Coordination Plan

No comment

Impact Analysis Methodology Document

According to the document, the Business Impact Methodology will include "an estimate of the number and types of businesses to be displaced, number of employees/jobs affected, any special characteristics, and availability of replacement business sites." Similarly, the Community and Residential Impact Methodology will include an "estimate of the number of homes to be displaced, including family characteristics, availability of comparable decent, safe, and sanitary housing in the area; any measures to be taken when replacement housing is insufficient; and identification of any special relocation needs".

Preliminary plans under the various modernization alternatives suggest significant business and residential right-of-way impacts that potentially could have a dramatic impact on the tax base and economic vitality of the City of Milwaukee. Those properties within the City of Milwaukee that could potentially be impacted amount to over \$18 million in assessed value.

It is requested that the impact methodology identify individual business and residential acquisitions resulting from each specific geometric modification within the modernization alternatives and, to the extent possible, quantify safety, traffic operational, and access improvements resulting from each specific geometric modification. This methodology is necessary to allow decision makers to assess benefits versus impacts of each geometric modification and determine if the modification is justified. Furthermore, given the wide range of potential geometric modifications under the spot improvement alternative and the various modernization alternatives, this methodology would allow decision makers to make recommendations for mix of improvements from each of the alternatives rather than recommending a specific overall alternative.

Ms. Carrie Cooper
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The modernization alternatives provide space within the median of the interchange for future capacity expansion. It is requested that the methodology quantify acquisitions directly attributable to future capacity expansion. Specifically, it is requested that Wisconsin Department of Transportation (WISDOT) evaluate design alternatives that incorporate the various geometric improvements but without providing the necessary additional space for future capacity expansion and identify the acquisitions that could be avoided if the space for future capacity expansion is not provided.


The Impact Methodology Document indicates that construction impacts may be assessed and mitigation measures developed as required as they relate to access impacts, economic impacts, noise impacts, water quality impacts, construction waste impacts, vibration impacts, and air quality impacts. In addition to the listed impacts, it is requested that impacts to the Hank Aaron State Trail extension that routes under the south leg of the Zoo Interchange (which was anticipated to be completed during the Zoo Interchange reconstruction Project) be minimized and/or mitigated. If the trail extension cannot be operated safely during reconstruction of the Zoo Interchange, it is requested that WISDOT consider providing an alternate route for this trail during the reconstruction project.

Purpose and Need Document

The Purpose and Need Document provides the basis from which the interchange alternatives will be evaluated. Because the modernization alternatives propose additional right-of-way for future freeway capacity expansion, it is requested that the report clearly document the need for future capacity expansion. It is requested that the report verify assumptions utilized under previous regional transportation demand modeling efforts that recommended future freeway expansion and perform additional travel demand modeling as necessary if any previous assumptions are not currently or expected to be valid through the anticipated useful life of the interchange. Rapidly changing economic conditions that are currently being experienced, particularly rising fuel prices, have resulted in decreases in vehicle usage and increases in transit mode split throughout the country. Projected future fuel costs have likely increased since the time of regional transportation demand modeling that recommended freeway expansion. As such, it is imperative that previous assumptions are reconsidered so that the Zoo Interchange is not designed for future conditions that may never be realized. It is further requested that the Purpose and Need Document clearly verify the need for any proposed future freeway capacity expansion with a maximized transit system as called for in the Regional Transportation Plan.

Very truly yours,


Jeffrey S. Polenske, P.E.
City Engineer


Jeffrey J. Mantes
Commissioner of Public Works

MDL: nas

c: Mayor Tom Barrett
Alderman Willie L. Hines, Jr.
Alderman Michael J. Murphy
Alderman Robert Bauman

Cooper, Carrie - DOT

From: Charlie.Webb@ch2m.com
Sent: Friday, February 29, 2008 11:06 AM
To: Cooper, Carrie - DOT; Goldsworthy, Benjamin; abubb@kapur-assoc.com
Subject: FW: Zoo Interchange

From: Peter Daniels [mailto:pdaniels@ci.west-allis.wi.us]
Sent: Thursday, February 28, 2008 3:06 PM
To: Webb, Charlie/MKE
Cc: donna.brown@dot.state.wi.us; Heimlich, Brad/MKE
Subject: RE: Zoo Interchange

Charlie,

The City of West Allis would like to be a participating agency for the Zoo Interchange study. We definitely would like the opportunity to comment on the alternatives and other items listed. We understand the responsibilities associated with our request to be a participating agency.

Peter C. Daniels, P.E.
Principal Engineer
West Allis Engineering Department
7525 W. Greenfield Avenue
West Allis, WI 53214
Phone: (414) 302-8374
Fax: (414) 302-8366
E-Mail: pdaniels@ci.west-allis.wi.us

From: Charlie.Webb@CH2M.com [mailto:Charlie.Webb@CH2M.com]
Sent: Thursday, February 28, 2008 10:20 AM
To: pdaniels@ci.west-allis.wi.us
Cc: donna.brown@dot.state.wi.us; brad.heimlich@ch2m.com
Subject: Zoo Interchange

Peter---we spoke last week about WisDOT's invitation to West Allis to become a "participating agency" for the Zoo Interchange study. The purpose of this e-mail is to provide additional information to help you determine whether the City of West Allis would like to be a participating agency. I would be happy to meet to go through this if you like.

For more information regarding Section 6002 of the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) and the roles of a participating agency please review the following link: <http://www.fhwa.dot.gov/hep/section6002/>
(questions 21-29 specifically address participating agencies)

SAFETEA-LU Section 6002 created participating agencies as part of the environmental review process. The intent of the new participating agency category is to encourage governmental agencies at any level with an interest in the proposed project to be active participants in the National Environmental Policy Act (NEPA) evaluation.

WisDOT and FHWA will provide an opportunity for participating agencies to comment on:

- the purpose of the project,
- the range of alternatives considered,
- impact analysis methodology, and
- project schedule

It is incumbent upon the participating agencies to provide timely input. Failure to raise issues in a timely manner may result in these comments not receiving the same consideration that they would have received if raised at the appropriate time. WisDOT and FHWA will typically provide 30 days for participating agencies to provide input, and will strive to give advance notice of when opportunities for input are approaching. Section 6002 clearly spells out that lead agencies (in this case WisDOT and FHWA) need not revisit decisions that have already been made. Also, final decision making rests with the lead agencies. Participating agencies are not asked to concur or approve key decisions, but rather provide input to the lead agencies.

Please let me know via e-mail or letter by March 14 if West Allis would like to be a participating agency.

Thanks,
Charlie Webb
414/698-92666

Cooper, Carrie

From: Peter Daniels [pdaniels@ci.west-allis.wi.us]
Sent: Monday, May 19, 2008 5:04 PM
To: Cooper, Carrie
Subject: RE: Zoo Interchange Documents Mailing Today

Ms. Cooper,

The City of West Allis has reviewed the documents submitted to us on May 1, 2008 and has a few questions:

Agency Coordination Plan:

- Why isn't MMSD listed as a participating agency; Debra Jensen attended the May 6 meeting?
- Why isn't Milwaukee County listed as a participating agency; they are currently the maintaining agency for the Zoo Interchange and presumably will also be charged with maintaining the new pavement and drainage structures?
- The expectations for Cooperating Agencies generally includes *"using their own resources and funds"*, but this is not stated for Participating Agencies. Are there situations where Participating Agencies may be compensated for their efforts?

Impact Analysis Methodology Document

- Will the proposed West Allis Cross-town Bike Trail be evaluated under the Section 4(f) Policy Paper even though it will be built on leased We Energies land?
- The storm water impacts will be evaluated according to the WisDOT/DNR Cooperative Agreement. Why are MMSD Chapter 13 regulations not applicable? Is the WisDOT/DNR Cooperative Agreement as stringent as the requirements in the Wisconsin Pollution Discharge Elimination System (WPDES)(NR 216)?

Purpose and Need Document

- No comments

Peter C. Daniels, P.E.
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7525 W. Greenfield Avenue
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E-Mail: pdaniels@ci.west-allis.wi.us

From: Cooper, Carrie [mailto:carrie.cooper@dot.state.wi.us]
Sent: Thursday, May 01, 2008 12:25 PM
To: 'kamke.sherry@epa.gov'; Polenske, Jeff; 'dale.j.pfeiffle@usace.army.mil'; 'bkappel@wauwatosanet.net'; Thompson, Michael C - DNR; Peter Daniels
Cc: Webb, Charlie
Subject: Zoo Interchange Documents Mailing Today

We are mailing three documents to you today to review in your role as Participating Agencies for WisDOT and FHWA study of the Zoo Interchange.

The draft documents are the Agency Coordination Plan, the Impact Assessment Methodology Document, and the Purpose and Need Statement. The cover letter will provide more information on the content of the document and the requested review timeframe.

Thank you,

6/25/2008

D-48

Cooper, Carrie

From: Cooper, Carrie
Sent: Monday, June 30, 2008 5:12 PM
To: 'Peter Daniels'
Cc: Webb, Charlie
Subject: RE: Zoo Interchange Documents Mailing Today

Hi Peter-

I have included responses to your questions below. If you have any other questions about this or the Greenfield Avenue project, don't hesitate to ask and I will do my best to track down an answer.
Thanks,

Carrie

Carrie Cooper
Environmental Planner
Southeast Freeways/Zoo Interchange Team
Wisconsin Department of Transportation - SE Region
141 NW Barstow Street
P.O. Box 798
Waukesha, WI 53187-0798
PHONE : (262) 548-6735
MOBILE: (414) 750-0753
EMAIL : carrie.cooper@dot.state.wi.us

-----Original Message-----

From: Peter Daniels [mailto:pdaniels@ci.west-allis.wi.us]
Sent: Monday, May 19, 2008 5:04 PM
To: Cooper, Carrie
Subject: RE: Zoo Interchange Documents Mailing Today

Ms. Cooper,

The City of West Allis has reviewed the documents submitted to us on May 1, 2008 and has a few questions:

Agency Coordination Plan:

-Why isn't MMSD listed as a participating agency; Debra Jensen attended the May 6 meeting?
MMSD is really considered a utility and not a local government and they will be involved in the Zoo Interchange project as part of their role on the Technical Advisory Committee (TAC).

-Why isn't Milwaukee County listed as a participating agency; they are currently the maintaining agency for the Zoo Interchange and presumably will also be charged with maintaining the new pavement and drainage structures?
Milwaukee County was invited, but did respond to our request to be a participating agency.

-The expectations for Cooperating Agencies generally includes "using their own resources and funds", but this is not stated for Participating Agencies. Are there situations where Participating Agencies may be

compensated for their efforts?

There is no compensation for participating agencies.

Impact Analysis Methodology Document

-Will the proposed West Allis Cross-town Bike Trail be evaluated under the Section 4(f) Policy Paper even though it will be built on leased We Energies land?

There will most likely be a 4(f) evaluation for the Cross-town Bike Trail, but we are investigating the details for bike trails.

-The storm water impacts will be evaluated according to the WisDOT/DNR Cooperative Agreement. Why are MMSD Chapter 13 regulations not applicable? Is the WisDOT/DNR Cooperative Agreement as stringent as the requirements in the Wisconsin Pollution Discharge Elimination System (WPDES)(NR 216)?

The following is a summarized statement from our stormwater engineer to MMSD: WisDOT incorporates best management practices to control storm water impacts from transportation projects. Although WisDOT is not required to follow MMSD Chapter 13 rules, we have always taken, and will continue to take into consideration both quantity and quality impacts, no matter how small or big the project is. As you may know, the Department must follow its own set of rules for its transportation projects - TRANS 401. These rules have the force and effect of law.

Purpose and Need Document

-No comments

Peter C. Daniels, P.E.
Principal Engineer
West Allis Engineering Department
7525 W. Greenfield Avenue
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Phone: (414) 302-8374
Fax: (414) 302-8366
E-Mail: pdaniels@ci.west-allis.wi.us

From: Cooper, Carrie [mailto:carrie.cooper@dot.state.wi.us]

Sent: Thursday, May 01, 2008 12:25 PM

To: 'kamke.sherry@epa.gov'; Polenske, Jeff; 'dale.j.pfeiffle@usace.army.mil'; 'bkappel@wauwatosanet.net'; Thompson, Michael C - DNR; Peter Daniels

Cc: Webb, Charlie

Subject: Zoo Interchange Documents Mailing Today

We are mailing three documents to you today to review in your role as Participating Agencies for WisDOT and FHWA study of the Zoo Interchange.

The draft documents are the Agency Coordination Plan, the Impact Assessment Methodology Document, and the Purpose and Need Statement. The cover letter will provide more information on the content of the document and the requested review timeframe.

Thank you,

Carrie Cooper

Carrie Cooper
Environmental Planner
Southeast Freeways/Zoo Interchange Team
Wisconsin Department of Transportation - SE Region
141 NW Barstow Street



MAYOR'S OFFICE

Dan Devine
Mayor

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November 20, 2008

Ms. Donna Brown,
Zoo Interchange Project Director
Wisconsin Department of Transportation Southeast Region
Southeast Freeway Urban Planning Unit
141 NW Barstow Street
P.O. Box 798
Waukesha WI 53187-0798

Subject: Zoo Interchange

Dear Ms. Brown:

The City of West Allis would like to thank you for meeting with us on November 7; the discussion of several issues surrounding the Zoo Interchange project was very productive. The City would like to offer the following comments on the alternatives presented in the draft EIS document for the Zoo Interchange project.

South 76th Street

The City is concerned about the effect that potentially relocated freeway ramps may have on our City street system. The City believes that traffic volumes will increase significantly on S. 76th Street under the Modernization Alternative 1 (M1). The potential relocation of the eastbound exit ramp and westbound entrance ramps to the east side of S. 84th Street (STH 181) would undoubtedly encourage more motorists to use S. 76th Street to access the freeway. We do not believe all motorists will choose to use the Texas U-turn because it will potentially add up to a mile to their trip. This belief is reinforced by the fact that after traveling the additional mile, the driver will encounter a very congested intersection at 84th Street. It won't take long for drivers to figure out that using 76th Street is easier. Therefore, we are very eager to see traffic projections on all of our surface streets under the various alternatives after the interchange is completed.

South 76th Street has almost exclusively residential land uses adjacent. The current traffic volumes on S. 76th St. are 11,100 vpd and the divided 42' pavement can only accommodate one lane of traffic in each direction even if parking were to be prohibited on both sides. This street will be resurfaced in 2012 under a State contract (ID 2160-14-00). We did not intend to change the pavement width or number of traffic lanes at that time since it is only planned as a