

**Comments on Supplemental Draft EIS**

U.S. Department of the Interior, U.S. Fish and Wildlife Service

U.S. Army Corps of Engineers

U.S. Environmental Protection Agency

Wisconsin Department of Natural Resources, SE Region

Wisconsin Department of Natural Resources, Bureau of Air Management

Wisconsin State Historical Preservation Office

State Fair Park Board

City of Milwaukee Department of Public Works

Wisconsin Department of Transportation

City of Milwaukee Common Council

City of Wauwatosa

Wauwatosa Alderman Dennis McBride

Wauwatosa Alderwoman Linda Nikcevich

Wauwatosa Alderman Jeffrey Roznowski

City of West Allis

Milwaukee Metropolitan Sewerage District

Milwaukee County Zoo

Waukesha County Department of Public Works

Highway J Citizens Group, U.A.

**Comments on Preferred Alternative**

City of Wauwatosa

U.S. Army Corps of Engineers

U.S. Environmental Protection Agency

Wisconsin Department of Natural Resources

## **Appendix F**

# **Agency Correspondence on Supplemental Draft EIS and Preferred Alternative**

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# United States Department of the Interior

## FISH AND WILDLIFE SERVICE

Green Bay ES Field Office  
2661 Scott Tower Drive  
New Franken, Wisconsin 54229-9565  
Telephone 920/866-1717  
FAX 920/866-1710

March 24, 2011

William Mohr  
Wisconsin Department of Transportation  
Southeast Region  
141 N.W. Barstow Street  
Waukesha, Wisconsin 53187

re: Project ID 1060-33-01  
Zoo Interchange Corridor Study  
Interstate 94, Interstate 894, and U.S.  
Highway 45  
Milwaukee County, Wisconsin

Dear Mr. Mohr:

The U.S. Fish and Wildlife Service (Service) has received your letter dated February 14, 2011, requesting comments on the subject project. The project involves the reconstruction of the Zoo Interchange and the corresponding freeway segments located in Milwaukee County, Wisconsin. We have reviewed the information provided in your letter and our comments follow.

### **Federally-Listed Species, Proposed and Candidate Species, and Critical Habitat**

Due to the project location, no federally-listed species would be expected within the project area. This precludes the need for further action on this project as required by the 1973 Endangered Species Act, as amended. Should additional information on listed or proposed species or their critical habitat become available or if project plans change or if portions of the proposed project were not evaluated, it is recommended that you contact our office for further review.

### **Wetlands and Streams**


We note that the project area includes wetlands and that efforts are being made in refining and selecting project alternatives that do not adversely affect impacted wetlands. If no other alternative is feasible and it is clearly demonstrated that project construction resulting in wetland disturbance or loss cannot be avoided, a wetland mitigation plan should be developed that identifies measures proposed to minimize adverse impacts and replace lost wetland habitat values and other wetland functions and values. Any project that impacts wetlands or waterways, including seasonally ephemeral and intermittent streams, should include design features such as culverts to retain hydrological connection between areas fragmented by the project.

#### Fish and Wildlife Service Response

1. WisDOT will develop a wetland mitigation plan during the project's design phase. WisDOT will maintain hydraulic connectivity between waterways, including ephemeral and intermittent streams.

We appreciate the opportunity to respond. Questions pertaining to these comments can be directed to Ms. Jill Utrup 920-866-1734.

Sincerely,

A handwritten signature in black ink, appearing to read 'N. Utrup', with a large, stylized loop at the end.

Nick Utrup  
Acting Field Supervisor



**DEPARTMENT OF THE ARMY**  
**ST. PAUL DISTRICT, CORPS OF ENGINEERS**  
**180 FIFTH STREET EAST, SUITE 700**  
**ST. PAUL MN 55101-1678**

REPLY TO  
ATTENTION OF

April 1, 2011

Operations  
Regulatory (2007-6778-RMG)

Mr. William Mohr, Major Project Manager  
Wisconsin Department of Transportation, SE Region  
141 N. W. Barstow Street  
Waukesha, Wisconsin 53187

Dear Mr. Mohr:

We have received a request for Corps comments regarding the February 2011 supplemental draft Environmental Impact Statement (EIS) prepared for the reconstruction of the Zoo Interchange (Interstate I-94, I-894, and United States Highway 45). The Zoo Interchange project includes Interstate I-94 from 124<sup>th</sup> Street (west terminus) to 70<sup>th</sup> Street (east terminus), and Interstate I-894/United States Highway 45 from Lincoln Avenue (south terminus) to Burleigh Street (north terminus). The study area for the project lies within Milwaukee County, Wisconsin.

As you are aware, pursuant to Section 404 of the Clean Water Act, the Corps of Engineers has regulatory jurisdiction over the discharge of dredged and fill materials, including discharges associated with mechanical land clearing, in all waters of the United States, which may include wetlands. Please note that for our program purposes, Section 404 authorizations are also required for discharges into riverine systems such as Honey Creek and Underwood Creek.

Based on agency coordination to date, we understand that this proposal would likely result in a discharge of fill material into waters of the United States. As such, the Corps regulatory review must determine whether the proposal complies with the guidelines of Section 404(b)(1) of the Clean Water Act (CWA). These guidelines require that when a project is not "water dependent," that is, it does not need to be located in or near wetlands to serve its basic purpose. It is presumed that there are alternative upland sites available and that the use of the upland sites would be less environmentally- damaging than the proposed alteration of the wetland. This presumption is more difficult to overcome when the aquatic resources proposed for impact are identified as ADID. It is our understanding that while the project area may cross and impact Primary Environmental Corridor lands, none of the proposed aquatic resource impacts are to occur in ADID wetlands<sup>1</sup>.

We have reviewed the supplemental draft EIS provided, and we find that the document provides sufficient identification and evaluation of the impacts of the No-Build, Build Alternatives (Modernization), Reduced Impacts Alternative and Adjacent Arterials Component, as well as the extent to which these alternatives address the project's purpose and need, with the following comments:

1. Should the preferred alternative result in stream relocation to Honey Creek, we would request additional information regarding the affected resource be incorporated into the final EIS. As you are aware, rivers and streams (to include Honey Creek) are waters of the United States and relocation or modification to a tributary typically requires authorization from USACE.
2. While it is noted that the new regulations for compensatory wetland mitigation issued jointly by the Corps and U.S. Environmental Protection Agency in May 2008 were referenced in Appendix

<sup>1</sup> Advanced Identification (or ADID) wetlands in the St. Paul District are currently defined as "waters of the United States" that are physically delineated within the boundaries of Primary Environmental Corridors and Natural Areas as identified by the Southeastern Regional Planning Commission.

## Corps of Engineers

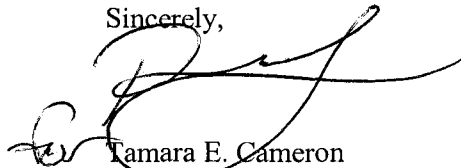
1. If the concrete-lined channel that carries Honey Creek is realigned as part of the project, WisDOT will coordinate with the Corps of Engineers to determine what authorization is necessary.
2. This comment has been incorporated.

E, we also see that the text provided on pages 3-20, 3-135, and on page A-4 regarding the procedures to be followed for wetland mitigation were not revised. We have to date accommodated use of the *Wisconsin Department of Transportation Wetland Mitigation Banking Technical Guidelines* (Guidelines) as an umbrella agreement in reference to bank site development only – this does not apply to aspects of the document not related to bank sites (for example: project specific wetland compensation mitigation, ratios for offset). We note that to date there has been no concern with continuing to utilize the Guidelines; however, please be aware that our process will prioritize the preferences set in 33 CRF Part 332.

3. Thank you for your indication that wetland boundaries will be completed prior to Section 404 application submittal. Please ensure that the identification of wetlands is completed in light of current USACE guidance. Wetland delineations completed in Milwaukee County should be conducted in conformance with the 1987 Corps Manual and the Midwest Supplement. Also, we request that the numbering system used to identify wetlands in the EIS be followed during subsequent planning and permitting phases for consistency.
4. On a similar note to comment 3 above, we note that portions of the Underwood Creek and immediately adjacent riparian area (roughly from Mayfair to the river's confluence with the Menomonee River) will be reconstructed as wetland and naturalized river channel to comply with an extant authorization. As such, the wetlands identified in the EIS may not represent the extent of the aquatic resources mapped within the EIS. It is our understanding that this work will resume during 2012. We request that the text of the FEIS accommodate the potential for additional impacts to ADID waters of the U.S. in this area.
5. Lastly, in the event that the EIS study will not be rapidly followed by construction, we caution you that portions of the document may need updating to reflect any changes that may have occurred within the affected environment. Depending on the number or severity of the changes, a supplement to the document may be sufficient.

Thank you for the opportunity to review this document and participate as a cooperating agency. If you have any questions, please contact Anthony Jernigan at (262) 717-9345, in our Waukesha field office. In any future correspondence, please refer to the Regulatory file number provided above.

Sincerely,



Tamara E. Cameron  
Chief, Regulatory Branch

Copies furnished:  
Allen Radliff, FHWA, Madison;  
Eugene Johnson, WDOT BEES, Madison;  
Kathy Kowal, USEPA, Region V;  
Mike Thompson, WDNR.

3. Comment noted.
4. A segment of Underwood Creek from Highway 100 to US 45 was reconstructed in 2009 and 2010. The Underwood Creek segment under US 45 is scheduled for reconstruction in 2012-13, prior to reconstruction of the US 45 bridge over Underwood Creek. MMSD plans to reconstruct the stream channel between the existing bridge piers on either side of the creek. The new US 45 bridge over Underwood Creek would likely clear span the creek and any potential new wetland created adjacent to the Creek. WisDOT will coordinate design of the US 45 bridge with MMSD's planned reconstruction of the Underwood Creek channel.





**UNITED STATES ENVIRONMENTAL PROTECTION AGENCY**

REGION 5

77 WEST JACKSON BOULEVARD

CHICAGO, IL 60604-3590

APR 04 2011

REPLY TO THE ATTENTION OF: E-19J

William Mohr, P.E., Major Projects Manager  
Wisconsin Department of Transportation, Southeast Region  
141 N.W. Barstow Street  
Waukesha, Wisconsin 53187

Re: Supplemental Draft Environmental Impact Statement for the Zoo Interchange Corridor  
Study, Milwaukee County, Wisconsin - EIS No. 20110038

Dear Mr. Mohr:

The U.S. Environmental Protection Agency has reviewed the Supplemental Draft Environmental Impact Statement (EIS) for the above-mentioned project prepared by the Federal Highway Administration (FHWA) and the Wisconsin Department of Transportation (WisDOT). Our review is pursuant to the National Environmental Policy Act, the Council on Environmental Quality's NEPA Implementing Regulations (40 CFR 1500-1508), and Section 309 of the Clean Air Act.

Following the public comment period on the Draft EIS, FHWA and WisDOT noted three predominant themes in the comments:

- Investigate whether Build Alternatives with fewer environmental impacts are viable;
- Investigate whether full access to and from I-94 can be provided at the existing US45 crossings with US 18 and Wisconsin Avenue to replace the present interchange access with one or more of the freeway reconstruction/modernization alternatives; and
- Investigate whether a standard diamond interchange can be reconsidered at the 84<sup>th</sup> Street interchange with I-94 to avoid real estate impacts and the diversion of through and local traffic from 84<sup>th</sup> Street to 76<sup>th</sup> Street via the proposed Texas U-turn ramps.

In response to these comments, WisDOT developed a new Build Alternative – the Reduced Impacts Alternative. An additional traffic study determined that some freeway traffic will use arterials in the study area to access local development, resulting in the need for improvements to these arterials. Because these improvements are a direct result of the proposed project alternatives, the arterial improvements are combined into the Adjacent Arterials Component and contemplated with both Build Alternatives.

Potential impacts related to the two build alternatives as well as the arterials component are analyzed in the Supplemental Draft EIS. WisDOT and FHWA will identify a Preferred Alternative in the Final EIS, following review of comments received during the public comment period.

Based on our review of this Supplemental Draft EIS, we view the build alternatives as equally acceptable from an impacts standpoint. Nevertheless, EPA has rated the Supplemental Draft EIS as “**Environmental Concerns, Insufficient Information – EC2.**” We have assigned this project a rating of EC-2 based on three items: 1) the need to clarify whether the latest Advance Identification (ADID) wetlands information was used to determine wetlands impacts, 2) the need for additional information concerning mitigation for non-ADID wetland impacts, and 3) our request that the transportation agencies commit to including all Mobile Source Air Toxics (MSATs) mitigation measures in the Record of Decision (ROD). In addition to the three items mentioned above, we also recommend the Final EIS address issues pertaining to wildlife habitat. A copy of our rating definitions is enclosed with this letter.

#### Alternatives Retained for Detailed Study

Responses provided in the Supplemental Draft EIS, Appendix E, Agency Correspondence, address our Draft EIS comments regarding the rationale for retaining or eliminating alternatives. We understand that Table 205 identifies reasons for eliminating alternatives only, and the narratives in Section 2 address reasons for retaining alternatives for further consideration. We also understand the Final EIS will describe the reasons for selecting the preferred alternative as well as eliminating other alternatives.

#### Air Quality

##### MSATs

We acknowledge the fact that a quantitative analysis focused on MSATs was conducted for this project. The results of the air quality analysis determined that MSAT emissions will decrease under both of the Build Alternatives. In addition, the Supplemental Draft EIS describes several mitigation measures that WisDOT will consider including on a voluntary or mandatory basis.

In addition to those mitigation measures mentioned in Appendix A of the Supplemental Draft EIS, *Summary of Measures to Mitigate Adverse Effects*, other mitigation measures employed for projects in or near communities that EPA recommends be considered for this project include:

- a. Installation of the latest air pollution control devices on all construction equipment (See EPA’s Verified Technologies List for diesel engines at <http://www.epa.gov/otaq/retrofit/verif-list.htm>);
- b. Use of ultra low sulfur fuel (ULSD) or a blend of ULSD fuel with biodiesel exclusively for construction equipment;
- c. Limiting the age of off-road vehicles used in construction projects;
- d. Restricting construction activities around certain more sensitive receptors (e.g., hospitals and schools, when in session); and

US EPA

1. WisDOT will review all these measures for possible implementation during construction. Some are generally implemented by contractors on their own accord.

- e. Using existing power sources or clean fuel generators, rather than temporary power generators.

We continue to recommend these mitigation measures be added to those proposed in the Supplemental Draft EIS and that all mitigation measures be committed to in the ROD.

#### *Particulate Matter (PM)*

Clean Air Act section 176(c)(1)(B) is the statutory provision that must be met by all projects in non-attainment and maintenance areas that are subject to transportation conformity. In PM<sub>2.5</sub> non-attainment areas, projects that involve significant levels of diesel vehicle traffic are defined as projects of air quality concern that need to complete PM<sub>2.5</sub> hot-spot analyses as required under 40 CFR 93.123(b)(4). Milwaukee County is part of the Milwaukee-Racine non-attainment area for the 2006 PM<sub>2.5</sub> standard.

The interagency consultation process is essential in the development of project-level conformity determinations to meet all applicable conformity requirements for a given project. If WisDOT determines this is a project of air quality concern and a hot-spot analysis is required, the hot-spot analysis will be done when a project-level conformity determination is completed.

#### Wetlands

In 2009, EPA and the Army Corps of Engineers (Corps) re-verified the ADID of wetlands and water bodies generally unsuitable for receiving fill in Southeastern Wisconsin. Detailed, updated maps are available on the SEWRPC and the St. Paul District Corps websites. It is unclear from the Wetlands analysis in the Supplemental Draft EIS whether the maps in effect in 2009 were used to determine impacts to Primary Environmental Corridors (PEC). The Final EIS should clarify whether this latest information is reflected in the Supplemental Draft EIS.

The Supplemental Draft EIS indicates that all Build Alternatives and the Adjacent Arterials Corridor avoid ADID wetlands. If this situation changes, and if there is no practicable alternative to dredging or filling waters in these areas, then proposed compensatory mitigation should be sought that contributes to the PEC system in the watershed. Early consultation with the Corps and EPA would help in this situation, if it is necessary.

We recommend mitigation options that contribute to the PEC be exhausted before considering debiting wetland acreage credits from a mitigation bank for unavoidable impacts to wetlands that have not been designated as ADID wetlands. If mitigation that contributes to the PEC cannot be accomplished, more information about the Walworth County mitigation bank should be provided in the Final EIS. Specifically, a discussion of mitigation ratios and available credits, including habitat types, acreages, and functions and values should be added. Additionally, the wetland compensation discussion should indicate whether the Walworth County mitigation bank is within the same watershed as the proposed project. This information should be added to the wetland compensation discussion enabling reviewers to understand whether proposed mitigation will be good fit to replace functions and values that will be lost as a result of the proposed project.

2. WisDOT and FHWA determined that the project is of air quality concern. A PM<sub>2.5</sub> hot-spot analysis was prepared. See section 3.20, Air Quality.
3. WisDOT confirmed with SEWRPC in April 2011 that the most up-to-date primary environmental corridor boundaries have been used. No ADID wetland impacts are anticipated.
4. WisDOT has searched, with no success to date, for an on-site or near-site mitigation site for the project's 1.6-acre wetland impact. Small, isolated wetland mitigation parcels that are surrounded by development and not connected to a larger wetland complex are generally not viewed favorably by resource agencies. WisDOT will continue to search for suitable sites during the project's design phase.

Lastly, this information is necessary to comply with the National Environmental Policy Act phase of this project.

4

#### Surface Water

We acknowledge WisDOT's comment regarding selection of water quality and water quantity mitigation options following selection of a preferred alternative. We look forward to coordinating with WisDOT during the design phase if development of a detention pond in the northwest quadrant of the I-94/84<sup>th</sup> Street interchange and relocation of Honey Creek becomes part of the project's preferred alternative.

#### Wildlife

We commend WisDOT's decision to consider a habitat preservation plan for the Milwaukee County Grounds developed by Milwaukee County and the University of Wisconsin-Milwaukee (UWM). This plan focuses on preserving key areas of Monarch butterfly habitat.

We understand the Build Alternatives will require removal of the southern half of a berm. This would remove some of the nectaring area and part of the wind break that increases the area's attractiveness for the butterflies. We request FHWA and WisDOT pursue additional reduction measures during the design phase that would allow retention of the southern half of the berm and reduce or eliminate impacts to the nectaring area.

5

We request a commitment be added in the ROD to pursue further impact reductions to this area during the design phase and to work with Milwaukee County and UWM to preserve key areas of habitat per the habitat preservation plan.

#### Summary

In summary, we have assigned this project a rating of EC-2 based on three items: 1) the need to clarify whether the latest Advance Identification (ADID) wetlands information was used to determine wetlands impacts, 2) the need for additional information concerning mitigation for non-ADID wetland impacts, and 3) our request to commit to including all Mobile Source Air Toxics (MSATs) mitigation measures in the Record of Decision (ROD). Additionally, we also recommend the Final EIS address issues pertaining to wildlife habitat.

Please send one copy of the Final EIS to my attention once it becomes available. Should you have any questions regarding the contents of this letter, please do not hesitate to contact me or Kathy Kowal of my staff at (312) 353-5206 or via email at [kowal.kathleen@epa.gov](mailto:kowal.kathleen@epa.gov).

Sincerely,



Kenneth A. Westlake, Chief  
NEPA Implementation Section  
Office of Enforcement & Compliance Assurance

5. WisDOT continues to investigate measures to minimize the project's impact on Monarch butterfly habitat on the County Grounds. The Record of Decision will document which measures will be implemented. However, WisDOT will continue to assess additional minimization measure during the project's design phase.

State of Wisconsin  
DEPARTMENT OF NATURAL RESOURCES  
Southeast Region Headquarters  
2300 N. Dr. Martin Luther King, Jr. Drive  
Milwaukee WI 53212-3128

Scott Walker, Governor  
Cathy Stepp, Secretary  
John Hammen, Acting Regional Director  
Telephone 414-263-8500  
FAX 414-263-8606  
TTY Access via relay - 711



April 4, 2011

File Ref: 1600

Bill Mohr  
Wisconsin Department of Transportation, Southeast Region  
141 N.W. Barstow St.  
Waukesha WI 53187

Dear Mr. Mohr:

Thank you for the opportunity to review and provide comments on the Zoo Interchange - Supplemental Draft Environmental Impact Statement. The Supplemental document presents the *Reduced Impacts Alternative and Adjacent Arterials Component* and provides new information and analysis. The Department offers the following comments:

**Reduced Impacts Alternative – North Leg:**

The Departments of Natural Resources and Transportation will coordinate Forest Exploration Center real estate transfer, Swan Boulevard access and stormwater drainage, freeway guide signs, and contractor selected site access during future final design projects.

Milwaukee County and the Departments of Natural Resources and Transportation will coordinate Underwood Creek Parkway real estate transfer during future final design projects.

1

**Reduced Impacts Alternative – West Leg:**

Milwaukee County and the Departments of Natural Resources and Transportation will coordinate Oak Leaf Trail relocation during future final design projects.

**Measures to Mitigate Adverse Recreational Resource / Public Use Land Impacts:**

Discuss whether Adjacent Arterials Component projects will maintain existing pedestrian and bike way services and how stakeholders may partner with the Department of Transportation during future final design projects to improve pedestrian and bicycle connections.

2

Thanks again for the opportunity to comment. I am available by telephone (414) 263-8648 and email [MichaelC.Thompson@Wisconsin.gov](mailto:MichaelC.Thompson@Wisconsin.gov) and look forward to participating in refined stormwater, floodplain, and hydraulic analysis.

Sincerely,

Michael C. Thompson  
Environmental Analysis Team Supervisor

Cc:

Kirsten Held, DNR  
Melissa Cook, DNR  
Jim Ritchie, DNR

Sharon Gayan, DNR  
Mike Luba, DNR  
Frank Trcka, DNR

John Hammen, DNR



## DNR

1. If small areas of Underwood Creek are acquired by WisDOT from Milwaukee County, WisDOT will coordinate the real estate transfer with Milwaukee County. No Land and Water Conservation Funds were used in the acquisition or development of Underwood Creek Parkway. No Section 6(f) conversion will be necessary.
2. Existing bike and pedestrian accommodations, namely sidewalks, on Highway 100, Watertown Plank Road and Glenview Avenue will be maintained. Highway 100 will have on-street bicycle accommodations. WisDOT will solicit DNR input on bicycle and pedestrian accommodations during the 30 percent, 60 percent and 90 percent plan review process. Other bicycle/pedestrian accommodations will be evaluated during the design phase.



FILE REF: 4509  
Permit # 11-MF-011 EXP

February 18, 2011

William Mohr  
Major Projects Manager  
WisDOT – Southeast Freeways  
141 N.W. Barstow Street  
P.O. Box 798  
Waukesha, WI 53187 – 0798

Subject: Zoo Interchange/ US 45 Corridor CO Screening for Indirect Source Permit – Milwaukee County

Dear Mr. Mohr

The Bureau of Air Management has completed a screening review of the: Zoo Interchange/ US 45 Corridor in Milwaukee County (DNR Air Permit # 11-MF-011 EXP. The review was completed using the CAL3QHC dispersion model with MOBILE6.2 emission rates.

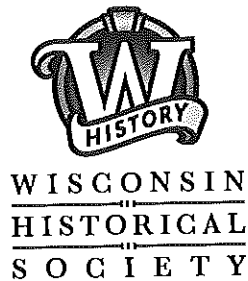
Based upon review of your analysis and additional modeling, it is agreed that the maximum predicted carbon monoxide concentrations would not exceed 75% of any carbon monoxide standard. Therefore, under section NR 411.04(2) (c) of the Wisconsin Administrative Code, no air pollution control permit is required for this project.

A copy of the Bureau of Air Management modeling report is available, if requested. If you have any comments or questions about this project, or about Wisconsin's indirect source permit program, please contact me at (608) 267-0806 or via e-mail: (Michael.friedlander@wisconsin.gov).

Sincerely,

Mike Friedlander, Transportation and Air Quality Planner  
Regional Pollutants and Mobile Sources Section  
Bureau of Air Management

Cc – Jay Waldschmidt – WisDOT, Central Office



March 22, 2011

Mr. Roberto Gutierrez  
Wisconsin Dept. of Transportation  
Southeast Regional Office  
P.O. Box 798  
Waukesha, WI 53187-0798

SHSW#: 08-0046/MI  
RE: Zoo Interchange Reconstruction-Milwaukee County  
WisDOT I.D.#: 1060-33-01

Dear Mr. Gutierrez:

We have reviewed the Supplemental Draft Environmental Impact Statement regarding the above referenced project. Based on the information provided, we understand that a Memorandum of Agreement will be developed to conclude the Section 106 review process and signed prior to the publication of the Final Environmental Impact Statement.

We look forward to working with you and the Federal Highway Administration to resolve any adverse effect to any historic properties within the area of potential effect pursuant to 36 CFR 800.6.

Please call me at (608) 264-6507 if you have any questions concerning this matter.

Sincerely,

Sherman Banker  
Wisconsin State Historic Preservation Office



April 1, 2011

William Mohr  
WisDOT, SE Transportation Region  
P. O. Box 798  
Waukesha, WI 53187-0798

Dear Mr. Mohr:

Thank you for the continued opportunity for Wisconsin State Fair Park to comment on design plans for the Zoo Interchange Project. The State Fair Park Board of Directors has a strong interest in the alternatives being considered because whatever design is selected will have a critical impact on the operations at Wisconsin State Fair Park. This is our third written commentary on possible designs.

The most recent design alternative (Reduced Impact Alternative) presented for public comment addresses the Fair Park's concern with access off of and onto Interstate 94 (I94) from 84<sup>th</sup> Street. However, it does nothing to address our other concerns and, in fact, impacts State Fair Park much more than the Modified E3 Alternative design. The Reduced Impact Alternative design would double the amount of Fair Park property taken.

The State Fair Park Board of Directors is very concerned that the loss of 2.5 to three acres of property fronting I94 will negatively affect operations leading to significant declines in state fair attendance and the number of events that have historically been held on this property throughout the year. Unless the impacts are fully addressed, the resulting decrease in revenues would require continued cuts in State Fair entertainment, agricultural programming and other attractions, which would ultimately put the future of the State Fair and State Fair Park at risk. Specific preferences and requirements include:

- shift road construction in front of State Fair Park further north so the southern boundary is similar to that included under the Modified E3 Alternative design;
- replace lost parking by building and maintaining a parking structure on-site;
- compensation for the difference in property value as a result of lost property;
- replace and relocate existing on-premise signage near I94 and the Gate 7 access road; and

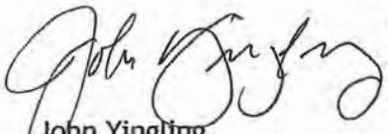
- compensation for lost business income due to constraints on our ability to operate the State Fair and the many other events held at the Fair Park as in the past.

In summary, the Wisconsin State Fair Park Board of Directors strongly prefers the Modified E3 Alternative design as to the location and southern boundary of the interstate and roads fronting State Fair Park. The Board of Directors prefers the Reduced Impact Alternative design as to access off of and onto I94 from 84<sup>th</sup> Street. Regardless of the ultimate design, the Board of Directors expects the Department of Transportation to do whatever is necessary to ensure the Wisconsin State Fair and other events held at the Fair Park continue as in the past, including the period of construction. ] 1

Over the past five years, State Fair Park has streamlined its operations and developed new sources of revenue as a means of eliminating a substantial cumulative deficit. It is just now attaining a sustainable business model that will ensure future financial stability. The Wisconsin State Fair Park Board of Directors is deeply concerned with the potential travel impacts associated with the Zoo Interchange construction. The Board of Directors expects the Department of Transportation to make whatever additional investments are necessary to ensure adequate and safe access to the Fair Park for the Wisconsin State Fair, other events held at its exposition center and events held in other buildings or on the grounds throughout the year. Any significant increase in travel time or decrease in travel safety during construction would significantly reduce the number of visitors attending events, which would result in the loss of events and revenue to the extent of threatening the future viability of the State Fair Park. The Board of Directors look forward to learning the Department of Transportation's plans to improve surface road travel and provide more mass transit options during the period of construction. ] 2

We continue to be impressed by the steps taken by the Department of Transportation to obtain public input on the design of the Zoo Interchange. Our management team looks forward to meeting with you to work through the issues raised in this letter. Please contact Rick Frenette, Executive Director, to continue the dialogue. He can be reached at (414) 266-7020 or [Rick.Frenette@wisconsin.gov](mailto:Rick.Frenette@wisconsin.gov).

Sincerely,



John Yingling  
State Fair Park Board Chair

cc: Wisconsin State Fair Park Board of Directors  
Rick Frenette, Executive Director

Wisconsin State Fair Park, John Yingling, State Fair Park Board Chairman

1. WisDOT will evaluate the potential to further reduce the impacts to the Wisconsin State Fair Park as a part of Preliminary Engineering on the preferred alternative.
2. WisDOT will be developing a Traffic Management Plan during preliminary engineering that will include the evaluation traffic to and from the Wisconsin State Fair Park during construction. This effort will include meetings and coordination with the Wisconsin State Fair Park for a full understanding of the year round events and traffic needs of the park.





Department of Public Works

Jeffrey J. Mantos  
Commissioner of Public Works

Preston D. Cole  
Director of Operations

April 1, 2011

Mr. Bill Mohr  
Wisconsin Department of Transportation  
Southeast Transportation Region  
141 NW Barstow St.  
Waukesha, WI 53187

Subject: Zoo Interchange Corridor Study  
Supplemental Draft Environmental Impact Statement

Dear Mr. Mohr:

The City of Milwaukee Department of Public Works (DPW) has reviewed the Supplemental Draft Environmental Impact Statement (SDEIS) for the Zoo Interchange Project dated February 4, 2011.

First, we would like to commend the WISDOT team for considering the public input received during the public comment period associated with the original Draft Environmental Impact Statement (DEIS) dated May 2009 and developing additional alternatives that attempt to address the concerns expressed by stakeholders. Reducing the size, impacts and costs of the modernization alternatives included in the DEIS while providing safety improvements and adequate traffic operations was clearly desired by stakeholders and it appears that the WISDOT team has largely succeeded in accomplishing this goal with the development of the Reduced Impact Alternative.

While the Reduced Impact Alternative represents a vast improvement over the modernization alternatives included in the original DEIS, we do have some specific comments and concerns as follows:

#### **Right-of-Way Impacts**

While the Reduced Impact Alternative does, in fact, significantly reduce real estate acquisitions compared with the more extensive modernization alternatives, the Reduced Impact Alternative does require acquisition of an 8 unit apartment building located in the east leg of the interchange in the City of Milwaukee. The original DEIS included an alternative referred to as the E-1 alternative that employed a "Texas T" configuration that provided necessary geometric improvements to address existing safety issues and maintained access while providing for

adequate traffic operations without requiring residential building displacements. As such, the E-1 alternative was supported by the City of Milwaukee DPW. According to the SDEIS, the Reduced Impact Alternative eliminated the Texas T configuration in lieu of a standard diamond interchange at S. 76<sup>th</sup> Street to reduce right-of-way acquisition and avoid a 14% traffic diversion from S. 84<sup>th</sup> Street to S. 76<sup>th</sup> St. However, the Reduced Impact Alternative appears to require more right-of-way acquisition, particularly along the north side of I-94 between S. 84<sup>th</sup> Street and the core including acquisition of the 8 unit apartment building, compared to the E-1 alternative. It is recognized that the E-1 alternative would require marginally more right-of-way acquisition at State Fair Park compared to the Reduced Impact Alternative, however, this land is currently vacant and used for surface parking.

1

It is further noted that noise levels associated with the JT alternative would be similar or lower compared to existing conditions for residential neighborhoods along the east leg of the interchange while the Reduced Impact Alternative would exhibit significant noise increases.

To avoid acquisition of the 8 unit apartment building and minimize noise impacts to adjacent residential neighborhoods in the City of Milwaukee, DPW requests that WISDOT evaluate the potential for the E-1 alternative in the east leg to be integrated into the Reduced Impact Alternative or, alternatively, that the Reduced Impact Alternative be redesigned as necessary to avoid acquisition of the 8 unit apartment building as noted below.

### **Capacity Expansion**

It is noted that the Reduced Impact Alternative does marginally increase capacity in the east leg through the transition area between the core and the existing freeway cross section east of 70<sup>th</sup> Street while maintaining existing capacity in the east-west direction through the core. However, while the text of the SDEIS indicates that “full 8 to 12 foot shoulders on all ramps and freeways” will be provided in the Reduced Impact Alternative, the concept plans show accommodations for future capacity expansion in the east-west corridor through the provision of what appears to be 18 foot shoulders that could be converted to general purpose travel lanes.

2

Please be aware freeway expansion in the east-west corridor through the City of Milwaukee would result in dramatic adverse impacts to adjacent neighborhoods and/or impacts to the property tax base. As such, Milwaukee Common Council Resolution 011729 expressly opposes freeway capacity expansion between the Marquette Interchange and the Zoo Interchange with the City of Milwaukee.

3

Given the City of Milwaukee’s opposition to future freeway expansion in the east-west corridor, that traffic volumes in the east leg of the Zoo Interchange are not expected to increase during the plan period, the potential to avoid the acquisition of an 8 unit apartment building with reconstruction of the Zoo Interchange, and reduced noise impacts, it is strongly requested that WISDOT eliminate the future capacity expansion accommodation in the east leg.



## City of Milwaukee

1. Alternative E1 was dropped from consideration based on strong public input in opposition to it.

Five different alternatives were analyzed for the east leg in the Draft EIS and Supplemental Draft EIS. Each alternative is unique in trying to meet design goals. Therefore, the noise levels created by the traffic on each alternative is not always the same. The Reduced Impact Alternative will cause the noise levels in some areas to be less than existing and in others to be greater. The range, as presented in the Supplemental Draft EIS is a 5 dBA decrease to an 8 dBA increase. The 8-Lane E-1 Alternative would create changes in the noise levels ranging from an 8 dBA decrease to an 8 dBA increase. The 8-Lane E-3 Alternative would create changes ranging from an 11 dBA decrease to a 5 dBA increase. The 6-Lane E-1 and E-3 Alternatives are slightly different than the other alternatives with a range of -9 dBA to + 8 dBA increase, and - 12 dBA to +4 dBA, respectively.

WisDOT will continue to evaluate design modifications to reduce impacts of the Reduced Impacts Alternative.

2. 18-foot shoulders will be provided on eastbound and westbound I-94 through the core. Section 2 has been modified to mention this more prominently.
3. WisDOT and FWHA believe that it is prudent to not preclude future widening of the I-94 east-west corridor. If the option for widening is not preserved now it will not be a feasible option during the 75-year design life of the reconstructed Zoo Interchange. WisDOT recognizes the City of Milwaukee resolution opposing freeway capacity expansion but it is possible that 40, 50 or 60 years from now it will be deemed prudent to widen I-94.

Furthermore, while the Reduced Impact Alternative maintains existing through capacity in the east-west direction, it is our understanding that the 18 foot shoulders are designed such that they could be easily restriped to provide an additional 12 foot general purpose lane and 6 foot shoulder in each direction with Federal Highway Administration approval through the issuance of an Exception to Standards for substandard shoulder width. Please be aware we would consider such a proposal to be a significant new alternative and a departure from the alternatives included in the current SDEIS and the previous DEIS. The City of Milwaukee remains opposed to additional capacity and would demand that any proposal to convert the 18 foot shoulders to 12 foot general purpose lanes be subject to a full NEPA review and comprehensive public input.

4

### **Noise Barriers**

While a redesign of the Reduced Impact Alternative to reduce the 18 foot shoulders through the core necessary to accommodate future capacity expansion in the east-west corridor would be expected to significantly reduce noise impacts to adjacent residential neighborhoods, the Reduced Impact Alternative, as currently designed, is expected to result in significant noise impacts to residential neighborhoods along the east leg of the interchange in the City of Milwaukee. According to the SDEIS, noise barriers are only justified along the south side of I-94 between S.84<sup>th</sup> Street and the core. We request that WISDOT incorporate construction of these noise barriers, based on public input, into the Zoo Interchange project.

5

However, residential neighborhoods along the north side of I-94 between the project terminus east of 76<sup>th</sup> Street and the core will also experience noise impacts. Virtually all residences adjacent to the freeway in this area will experience increased noise levels compared to existing conditions that will exceed the 67 dBA threshold for the consideration of noise barriers. It is requested that WISDOT incorporate construction of noise barriers, based on public input, into the Zoo Interchange project in this location as well.

### **Hank Aaron State Trail**

Please be aware that the Wisconsin DNR and their partners will be proceeding with installation of a crushed limestone surface on the Hank Aaron State Trail (HAST) West Allis extension this summer. However, it is noted that the trail corridor has been identified as a potential contractor staging area during reconstruction of the Zoo Interchange. It is requested that WISDOT develop and maintain an effective detour route between 94<sup>th</sup> Pl. and the Oak Leaf Trail in Underwood Creek Parkway for the duration of the Zoo Interchange reconstruction project. Furthermore, it is requested that WISDOT take action to restore the crushed stone surface within the corridor upon completion of the Zoo Interchange reconstruction project to allow the DNR to provide a permanent asphalt surface when the corridor becomes available.

6

4. Converting the wide shoulders to a general purpose lane would only make sense as part of a plan to widen I-94 east of the current project limits at 70<sup>th</sup> Street. Such a plan would require a full analysis and public involvement program under the National Environmental Policy Act.
5. As presented in the Supplemental Draft EIS, five noise barriers were analyzed between the project terminus east of 76<sup>th</sup> Street and the core. Each noise barrier could achieve the noise level reduction required by the Wisconsin Administrative Code TRANS 405 of 8 decibels. However, only one noise barrier, the one analyzed along the south side of I-94, east and west of 92<sup>nd</sup> Street, met the Wisconsin Administrative Code TRANS 405 criteria of not exceeding the cost criteria of \$30,000 per abutting residence. The noise barrier north of I-94 and east of 84<sup>th</sup> Street will be replaced since it is an existing noise barrier. The other three noise barriers exceed the cost criteria of \$30,000 per abutting residence and at this time are not considered to be reasonable mitigation measures. If during final design there are substantial changes in roadway design from the alternatives modeled for the Supplemental Draft EIS, the Draft EIS or this Final EIS, noise abatement measures will be reviewed.
6. WisDOT considers the HAST an important corridor and funded the 2010 paving of the HAST from the Menomonee Valley to 94<sup>th</sup> Street and is funding the 2011 limestone installation from 94<sup>th</sup> place to the Oak Leaf Trail. WisDOT has discussed detour routes with DNR if and when the HAST is closed during the Zoo Interchange reconstruction. The tentative detour, subject to more coordination with DNR, includes 94<sup>th</sup> Street, Schlinger Avenue, an existing pedestrian walkway under the UP railroad near Madison Elementary School, and West Washington Street to connect to the Oak Leaf Trail.

If Milwaukee County and DNR can develop a plan for connecting the HAST and the Milwaukee County Zoo, WisDOT will not preclude it. The Reduced Impacts Alternative will allow the County Zoo maintenance facility to remain in place and therefore a tunnel will be provided under I-94 to preserve the existing access between the maintenance facility and the County Zoo.

Furthermore, it is recommended that the Zoo Interchange reconstruction project incorporate a direct connection between the HAST West Allis Extension and the Milwaukee County Zoo through preservation of an existing tunnel or provision of a new tunnel under I-94.

6

### **Transit Accommodations**

While we support the reconstruction and modernization of the Zoo Interchange, we continue to urge that the WISDOT take a more comprehensive and balanced approach to providing regional transportation infrastructure in the southeastern Wisconsin region. In our letter dated August 10, 2009 providing our review of the original Zoo Interchange DEIS, we urged WISDOT to consider transit options in conjunction with the Zoo Interchange design. In response, WISDOT indicated that "the legislature has charged local governments and RTA's, not WISDOT, with the responsibility for implementing new or expanded transit systems like commuter rail or express bus systems."

However, currently proposed State legislation (2011 Senate Bill 25), if passed, would eliminate the formation of RTA's leaving no other options for the provision of intercity transit service. We continue to believe that WISDOT's core function is to provide comprehensive intercity transportation services that include both highway and transit options and continue to request that WISDOT take a more proactive role in the development of intercity rapid and express transit service in the region.

7

It is noted that the design for the Reduced Impact Alternative preserves the east-west CP Rail corridor located to the south of the interchange for the Hank Aaron State Trail and a potential future transit corridor. However, DPW would reiterate our request that WISDOT evaluate the potential to incorporate a future north-south transit corridor connecting the CP Rail corridor with major trip generators to the north including the Milwaukee County Zoo, Regional Medical Center, and Milwaukee County Research Park. There may be opportunities to provide such a corridor in conjunction with the HAST tunnel connection to the Milwaukee County Zoo, in conjunction with improvements in the UP railroad corridor being performed with the Zoo Interchange which include extending the rail tunnel under Hwy 100/ Blue Mound Road, replacing the railroad bridges over I94, USH 45, and potentially North Ave. and replacing the I894/USH 45 bridge over the UP railroad, or in conjunction with improvements to Hwy 100.

### **Traffic Mitigation**

While a traffic mitigation plan has not been developed, we look forward to working with the WISDOT in the development of a traffic mitigation plan to maintain mobility during reconstruction of the Zoo Interchange. We would request that WISDOT consider restoring the extension of AMTRAK Hiawatha service between Milwaukee and Watertown that was successfully implemented during the 1997-98 east-west freeway resurfacing project.

8

7. The comment references “intercity transit” but in this context WisDOT understands the comments to be related to mass transit.

See Section 6.2.3 of this Final EIS. In summary, WisDOT’s involvement in transit and the level of funding it devotes to transit is largely guided by state statute rather than the discretion of WisDOT.

As WisDOT noted in its response to the City of Milwaukee’s 2009 comments on the Zoo Draft EIS, new transit corridors first need to be included in a regional transportation plan before a project-level NEPA analysis, like this one, evaluates specific routes and/or modes. The 2035 regional transportation plan does not include the north-south corridor that the City of Milwaukee suggests. In the absence of a regional transportation plan that includes such a corridor, WisDOT has no authority to expend funds, incur impacts, or acquire right-of-way for it.

WisDOT’s preferred alternative does not preclude implementation of any transit projects that are in the approved regional transportation plan.

8. WisDOT welcomes the opportunity to work with the City of Milwaukee and other affected municipalities to develop an effective traffic mitigation plan.

## Local Road Design

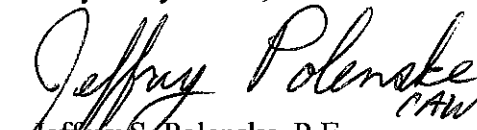
1. It would be desirable to provide direct access to traffic coming from the Medical Center to N. 95<sup>th</sup> St. at Wisconsin Ave. as opposed to the current access to W. Wisconsin Ave. at N. 94<sup>th</sup> St. as shown in the Reduced Impact Alternative. This should be feasible due to the elimination of the NB on-ramp to I-45 from Wisconsin Ave. Direct access to N. 95<sup>th</sup> St. would eliminate two turning movements for traffic exiting the Medical Center and possibly allow the reopening of a median cut at Wisconsin and 94<sup>th</sup> St. to allow residential traffic from the neighborhood to the south to fully access W. Wisconsin Ave.
2. With the Reduced Impact Alternative, westbound traffic on Blue Mound Road is not able to enter southbound USH 45 and then turn onto westbound I-94 as they can today. This will increase the amount of westbound traffic on Blue Mound west of USH 45. This will also increase the amount of westbound left turning traffic at Blue Mound Road and Mayfair Road (Hwy 100) since the next on-ramp to westbound I-94 is at Hwy. 100. To avoid this increase in traffic on westbound Blue Mound Road and added traffic at the already congested Blue Mound and Mayfair intersection, it would be desirable to provide the ability for westbound traffic on Blue Mound Road to access westbound I-94 from the southbound on-ramp to 45. This might eliminate the need to build the westbound triple left turn lane at Mayfair Road and W. Blue Mound Road.
3. It appears that the plans show a single northbound left turn lane at the intersection of W. O'Connor St. and S. 84<sup>th</sup> St. and no look ahead left turn lane to add additional vehicle storage. With the westbound on-ramp to I-94 now allowing full legal access to westbound I-94, northbound USH 45 and southbound I-894 under this alternative, we are concerned that a single left turn lane may not be able to provide an acceptable level of service and queuing capacity. The proposed new intersection geometry creates offset alignment between the northbound left turn and southbound through movements and will probably require that the northbound left turn movement be operated as a protected only turn movement. This would exacerbate our concern with the ability of the single northbound left turn lane to accommodate future traffic demand. The City would request that we be provided an intersection analysis using future year conditions to verify that a single left turn lane is functional.
4. Although the north leg of the intersection of West Blue Mound Road and North Glenview Avenue is in the City of Wauwatosa, the City of Milwaukee operates the traffic signals at this intersection. This alternative does not provide for a separate southbound left turn lane. To make the signal at this critical intersection operate more efficiently, it is important that this separate left turn lane be provided. We believe that a painted left turn lane could be provided without a median island to minimize any right of way that might be needed. We would request that this be evaluated. If the installation of such a left turn lane is not feasible, the City would request that we be provided an intersection analysis using future year conditions to verify proper operation without the separate left turn lane.


9. WisDOT will work with the City of Milwaukee and City of Wauwatosa to evaluate these suggestions.

The city appreciates the presentation provided at the March 8, 2011 Common Council Public Works Committee by the WISDOT team and the opportunity to review in detail the SDEIS as well as the opportunity to attend the Public Hearings held on March 22<sup>nd</sup> and 23<sup>Road</sup>. However, we are advised that the Council desires to provide a formal position on the SDEIS. As the file heard on March 8 was a communication file, it has no further status. It is not possible within the legislative calendar to have the Council take action prior to the April 4<sup>th</sup> deadline for comments. As such we are requesting that the comment period to be extended to allow for this input. The next council meeting is April 12th at which a file could be introduced and with adoption anticipated on May 3<sup>Road</sup>. As such, we are requesting that the formal comment period be extended to May 6<sup>th</sup>, 2011 to allow the full execution of the file.

10

Very Truly Yours,

  
Jeffrey S. Polenske, P.E.  
City Engineer

  
Jeffrey J. Mantes  
Commissioner of Public Works

JJM:JSP:ejg

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



10. All comments submitted after April 4<sup>th</sup> will be included in the Administrative Record for the project. These comments or City of Milwaukee resolutions, have been considered as WisDOT continues with its planning and design process.



## Wisconsin Department of Transportation

[www.dot.wisconsin.gov](http://www.dot.wisconsin.gov)

Scott Walker  
Governor

Mark Gottlieb, P.E.  
Secretary

Office of the Secretary  
4802 Sheboygan Avenue, Room 120B  
PO Box 7910  
Madison, WI 53707-7910

Telephone: 608-266-1113  
FAX: 608-266-9912  
E-mail: [sec.exec@dot.wi.gov](mailto:sec.exec@dot.wi.gov)

April 1, 2011

Jeff Mantes, Commissioner  
Department of Public Works  
Room 501, Zeidler Municipal Building  
841 North Broadway  
Milwaukee, WI 53202

Dear Commissioner Mantes:

Thank you for your continued interest in the Zoo Interchange reconstruction project. I have reviewed your request of March 31, 2011 for an extension of the official comment period for the Zoo Interchange Supplemental Draft Environmental Impact Statement (SDEIS).

As you are aware, the project team has been very responsive to all requests for information regarding the Reduced Impact Alternative, including those from Aldermen, the Mayor and your office. Zoo Interchange team representatives met with the Public Works Committee chaired by Alderman Baumann on March 8, 2011 to provide information and share the timeframe for the project. Public hearings were held on March 22 and 23, 2011 with representatives from the city in attendance.

The Wisconsin Department of Transportation continues to make the preparation of environmental documents for this project open and transparent. My team has been diligent to allow ample opportunity and time for your official comment preparation. As stated in our printed notification, as well as the Federal Register, the official public comment period for SDEIS will close April 4, 2011.

Your comments dated April 1, 2011, as well as any official Common Council Action or Resolution received prior to May 6, 2011 will also be included in the official hearing record. If you have a need for further information please feel free to contact Roberto Gutierrez, Zoo Interchange Project Director at 262-548-5622.

Sincerely,

A handwritten signature in black ink, appearing to read "Mark Gottlieb".

Mark Gottlieb, P.E.  
Secretary

CC: Jeffrey S. Polenske  
Mayor Tom Barrett  
Alderman Willie L. Hines, Jr.  
Alderman Michael J. Murphy  
Alderman Robert Bauman  
George Poirier  
Dewayne Johnson

leonhardt 110161  
DTSD



[www.city.milwaukee.gov](http://www.city.milwaukee.gov)

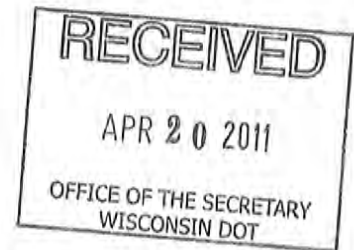
Office of the City Clerk

Ronald D. Leonhardt  
City Clerk

Jim Owczarski  
Deputy City Clerk

April 19, 2011

Secretary Mark Gottlieb  
Wisconsin Department of Transportation  
4802 Sheboygan Ave., Room 120B  
Madison, WI 53705



Dear Secretary Gottlieb:

Enclosed you will find a certified copy of legislation recently approved by the Milwaukee Common Council. This is sent for your information and your consideration of this resolution expressing the Milwaukee Common Council's position on the Supplemental Draft Environmental Impact Statement for the Zoo Interchange Project and the Reduced Impact Alternative.

If you need any further information, please feel free to contact Debra Fowler at 286-3219.

Sincerely,

Ronald D. Leonhardt  
City Clerk

RDL:dkf

City Hall • Room 205 • 200 East Wells Street • Milwaukee, WI 53202 • Phone (414) 286-2221 • Fax (414) 286-3456  
Member: International Institute of Municipal Clerks • Website: [www.milwaukee.gov/cityclerk](http://www.milwaukee.gov/cityclerk)

# City of Milwaukee

Office of the City Clerk

200 E. Wells Street

Milwaukee, Wisconsin 53202

## Certified Copy of Resolution-Immediate Adoption

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**FILE NO: 101565**

**Title:**

**Resolution relating to the City of Milwaukee's position on the Supplemental Draft Environmental Impact Statement for the Zoo Interchange Project.**

**Body:**

Whereas, In May, 2009, the Wisconsin Department of Transportation ("WisDOT") released its original Draft Environmental Impact Statement for the Zoo Interchange Project (a/k/a Zoo Interchange Corridor Study); and

Whereas, Based on public input received during the public comment period for the original Draft Environmental Impact Statement, WisDOT developed additional alternatives that attempt to address the concerns expressed by area stakeholders; and

Whereas, WisDOT has prepared a Reduced Impact Alternative for the Zoo Interchange Project that is incorporated in a Supplemental Draft Environmental Impact Statement for the Zoo Interchange Project dated February 4, 2011; and

Whereas, On April 23, 2002, the Common Council adopted File Number 011729, a resolution setting forth the City of Milwaukee's position on the draft findings of a study entitled "A Regional Freeway Reconstruction System Plan for Southeastern Wisconsin" - a position that includes opposition to the widening of I-94 between the Marquette Interchange and the Zoo Interchange; and,

Whereas, The Reduced Impact Alternative reduces the size, impacts and costs of the more extensive modernization alternatives included in the original Draft Environmental Impact Statement while still providing safety improvements; and

Whereas, The Common Council finds that the Reduced Impact Alternative is more consistent with the City's position on the widening of I-94 expressed in File Number 011729 than are the more extensive modernization alternatives in the original Draft Environmental Impact Statement; and

Whereas, On April 1, 2011, the City Engineer and Commissioner of Public Works sent a letter to Bill Mohr of WisDOT Southeast Region indicating that while the Reduced Impact Alternative set forth in the Supplemental Draft Environmental Impact Statement represents a vast improvement over the modernization alternatives included in the original Draft Environmental Impact Statement, they still have a number of comments and concerns relating to right-of-way impacts, capacity expansion, noise barriers, the Hank Aaron State Trail and local road design; and

Whereas, In their April 1, 2011, letter, the City Engineer and Commissioner of Public Works make the following recommendations and requests to WisDOT relating to the Reduced Impact Alternative and the Supplemental Draft Environmental Impact Statement:

1. Evaluate the potential for the E-1 alternative ("Texas T" configuration) in the east leg of the interchange to be integrated into the Reduced Impact Alternative or, alternatively, redesign the Reduced Impact Alternative to avoid the acquisition of an 8-unit apartment building.
2. Eliminate future capacity expansion potential in the east leg, which is manifested in the provision of 18-foot shoulders in this portion of the interchange.
3. Incorporate construction of noise barriers, based on public input, into the Zoo Interchange Project for both the north and south sides of the east leg.
4. Develop and maintain an effective detour route for the Hank Aaron State Trail between 94th Place and the Oak Leaf Trail in Underwood Creek Parkway for the duration of the project. Restore the crushed-stone surface of the Hank Aaron State Trail, which WisDOT may be using as a contractor staging area, following completion of the project. Incorporate a direct connection between the Hank Aaron State Trail and the Milwaukee County Zoo in the Zoo Interchange Reconstruction Project.
5. Evaluate the potential to incorporate in the interchange design a future north-south transit corridor connecting the CP Rail corridor with major trip generators to the north (e.g., Regional Medical Center and Milwaukee County Research Park).
6. Consider restoring AMTRAK Hiawatha service between Milwaukee and Watertown as part of a traffic mitigation plan to be employed throughout the duration of the project.
7. With respect to local road design:
  - a. Provide direct access to traffic coming from the Medical Center to 95th Street at Wisconsin Avenue, as opposed to access to Wisconsin Avenue at 94th Street.
  - b. Provide for westbound traffic on Blue Mound Road to be able to access westbound I-94 from the southbound on-ramp to US 45.
  - c. Provide an intersection analysis using future-year conditions to verify that a single northbound left-turn lane at the intersection of 84th and O'Connor streets is sufficient.
  - d. Evaluate the feasibility of providing a painted left-turn lane from Glenview Avenue to Blue Mound Road. If the installation of this lane is not feasible, provide an intersection analysis using future-year conditions to verify that the intersection will function properly without a separate left-turn lane.

; and

1

City of Milwaukee Common Council

1. See responses to City of Milwaukee Department of Public Works letter (April 1, 2011)



Whereas, On July 28, 2009, the Common Council adopted File Number 090256, a resolution expressing the City's position on the proposed reconstruction of the Zoo Interchange; and

Whereas, File Number 090256 endorsed many of the same design and construction principles and features set forth in the April 1, 2011, letter from the Department of Public Works officials to WisDOT, including use of the E1 alternative with Texas U-turns, providing access to westbound I-94 from Blue Mound Road, minimizing the number of structures that must be acquired and demolished, extending the Hank Aaron State Trail along the former railroad right-of-way, providing for the possibility of mass transit extending northward from the interchange to the Milwaukee County Grounds, and, as a traffic mitigation measure, operating commuter rail service between Milwaukee and Watertown throughout the duration of the interchange reconstruction project; now, therefore, be it

1

Resolved, By the Common Council of the City of Milwaukee, that the City of Milwaukee adopts all of the comments, concerns, recommendations and requests contained in the April 1, 2011, letter from the City Engineer and the Commissioner of Public Works to Bill Mohr of the Wisconsin Department of Transportation, a copy of which is attached to and made a part of this Common Council file, as the City's official position on the Supplemental Draft Environmental Impact Statement for the Zoo Interchange Project and the Reduced Impact Alternative contained within it; and, be it

Further Resolved, That the City of Milwaukee opposes any Zoo Interchange Project design elements that in any way impact the Milwaukee Montessori School and requests that WisDOT develop a design for the north leg of the interchange, south of Blue Mound Road, that can be constructed within the current freeway footprint or that shifts the alignment slightly to the west to avoid any encroachment on the Milwaukee Montessori School; and, be it

2

Further Resolved, That the City Clerk shall send copies of this resolution to Mark Gottlieb, Wisconsin Secretary of Transportation, and Bill Mohr, WisDOT Southeast Transportation Region.



**I, Ronald D. Leonhardt, City Clerk, do hereby certify that the foregoing is a true and correct copy of a(n) Resolution-Immediate Adoption Passed by the COMMON COUNCIL of the City of Milwaukee, Wisconsin on April 12, 2011.**

*Ronald D. Leonhardt*

Ronald D. Leonhardt

April 19, 2011

Date Certified

2. The north leg alternatives were designed to minimize impacts to the surrounding properties. The 0.6 acre acquired from the Milwaukee Montessori School property is needed for the north-bound US 45 exit to Bluemound Road. Shifting alignment of the interchange to the west would require the relocation of the Zoofari Conference Center. Refinement of the selected alternative during final design may result in a reduced impact on the Milwaukee Montessori School property.

After the public comment period, design refinements have reduced the width of the impact between 20 and 30 feet (0.6 acres to 0.4 acres) depending on the design of the retaining walls.





## CITY OF WAUWATOSA

7725 WEST NORTH AVENUE  
WAUWATOSA, WISCONSIN 53213  
PHONE: (414) 479-8915  
FAX: (414) 479-8985  
E-MAIL: mayor@wauwatosa.net  
www.wauwatosa.net

JILL DIDIER  
Mayor

April 1, 2011

Mr. William Mohr, P.E.  
Wisconsin Department of Transportation  
141 N.W. Barstow Street  
Waukesha, WI 53186

RE: Comments by the City of Wauwatosa concerning the Zoo Interchange Project  
WisDOT Project No. 1060-33

Dear Mr. Mohr:

Thank you for the opportunity to go on record regarding the City of Wauwatosa's comments on the revised scope of the Zoo Interchange Project. While many items have already been addressed the following issues still need to be reviewed:

I. **Loss of Parking on Blue Mound Road**

The improvements on Blue Mound Road west of Mayfair Road, as presently configured, will result in a significant loss of both on and off street parking for area businesses and residents. This parking is critical for the health of the commercial establishments in this area.

1

II. **The 92<sup>nd</sup> Street Connection**

Adding a frontage road on Blue Mound Road from the 84<sup>th</sup> Street exit and connecting 92<sup>nd</sup> Street to Wisconsin Avenue at an already signalized intersection would provide the shortest and most direct route to channel traffic from I-94 into the Milwaukee Regional Medical Center complex. This action would likely mitigate the need for other costly and intrusive improvements to local roads.

2

III. **Widening of Glenview Avenue North of Wisconsin Avenue**

As proposed, the widening of Glenview Avenue north of Wisconsin Avenue will have an extremely negative effect on adjacent properties as well as safety of children and schools.

3

City of Wauwatosa, Mayor Jill Didier

1. WisDOT has revised the eastbound approach to the intersection of STH 100 and Bluemound Road and has eliminated the exclusive right turn lane. The elimination of this lane along with other geometric changes to the intersection eliminates the impacts to the municipal parking lot between 109th Street and 110th Street on the south side of West Bluemound Road. These revisions do not, however, eliminate the loss of parking at the Eduardo's restaurant site on the immediate southwest corner of the intersection.
2. The addition of a frontage road north of and parallel to I-94 between 84th Street and 92nd Street would impact the St Charles Youth and Family Services campus and the Honey Creek office park. The cost and impacts of such a frontage road would vary depending on if it were a one-way or a two-way roadway.

The extension of 92nd Street north between West Michigan Street and West Wisconsin Avenue would require the relocation of 3 single family residences and 3 multifamily apartment buildings. The extension of 92nd Street to Wisconsin Avenue is also opposed by the City of Milwaukee and by the Chairman of the Milwaukee Regional Medical Center Board of Directors, Ms. Peggy Troy, President and CEO of Children's Hospital of Wisconsin. As a part of the West Suburban Traffic Impact Analysis the extension of 92nd Street was considered and eliminated due to the impacts, cost and lack of effectiveness.

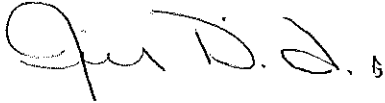
WisDOT will also work with the Milwaukee Regional Medical Center to move their current access point at 94th and Wisconsin Avenue to 95th and Wisconsin Avenue to provide a better connection to Bluemound Road.

WisDOT feels that there are other alternatives to minimize or eliminate the impacts on Glenview Avenue other than this frontage road and extension of 92nd Street. See response 3 below.

3. WisDOT has revised the Glenview Avenue design to eliminate any widening except for the first 150 feet north of Bluemound on the east side of Glenview Avenue. Glenview Avenue will not be widened adjacent to the Roadway/Brookside Place Historic District or St Jude the Apostle Church Historic District. Instead WisDOT will re-stripe the existing roadway to include one 11-foot lane in each direction separated by a 14-foot two-way left-turn lane and dedicated left turn lanes at the intersection with Wisconsin Avenue. In addition WisDOT will install a new traffic signal at Wisconsin Avenue with protected northbound and southbound left turn lanes with the appropriate pedestrian phasing and pedestrian countdown timers. WisDOT continues to work with the City of Wauwatosa on this issue; the City is working on a revised plan for Glenview Avenue.

In summary, please know that I look forward to a continuing dialogue with the Department of Transportation concerning this important project.

Sincerely,

A handwritten signature in black ink, appearing to read "Jill D. Didier".

Jill Didier  
Mayor  
City of Wauwatosa

cc: James Archambo, City Administrator  
Department Directors  
Bill Wehrley, City Engineer

JD.dh