

FHWA-WI-EIS-2024-01-F

PROJECT I.D. 1012-05-02, 1012-05-01, 1015-05-00

INTERSTATE 39 / 90 / 94 CORRIDOR

US 12/18 TO WIS 60

WIS 60 TO LEVEE ROAD

US 16/WIS 12 TO I-39

DANE, COLUMBIA, SAUK AND JUNEAU COUNTIES, WISCONSIN

**FINAL ENVIRONMENTAL IMPACT STATEMENT and
RECORD OF DECISION and
FINAL SECTION 4(F) EVALUATION**


Submitted pursuant to 42 U.S.C. 4332(2)(c), 49 U.S.C. 303 and 23 U.S.C. 139 by the
U.S. Department of Transportation, Federal Highway Administration,
State of Wisconsin Department of Transportation


Cooperating Agencies:

U.S. Environmental Protection Agency

U.S. Army Corps of Engineers

APPROVALS

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FHWA is issuing a single Final Environmental Impact Statement and Record of Decision document pursuant to 23 U.S.C. 139(n)(2). As a result, the 30-day waiting period between the Final EIS and Record of Decision, prescribed in 23 CFR Part 771.127(a), will not occur.

ABSTRACT

The I-39/90/94 Corridor Study area extends 67-miles from US 12/18 to US 12/WIS 16 and includes I-39 from its split with I-90/94 to Levee Road. This corridor has design and operational deficiencies, aging and outdated infrastructure, and growing traffic congestion, all of which contributes to safety issues. As traffic increases, safety and traffic operations in the corridor will continue to deteriorate. The corridor is also susceptible to flooding, resulting in repeated full or partial highway closures. The EIS evaluated the social, environmental and economic impacts of a No Build alternative and build alternatives, as well as the extent to which these alternatives address the study's purpose and need. The estimated total cost of preparing the environmental impact statement, including the costs of personnel hours, contractor costs and other direct costs is \$26.1 million.

NATIONAL ENVIRONMENTAL POLICY ACT STATEMENT

The National Environmental Policy Act (NEPA) of 1969, as amended in U.S. Code (U.S.C.) 42 U.S.C. 4332, became effective Jan. 1, 1970. Under this law, the Federal Highway Administration (FHWA) is required to prepare an Environmental Impact Statement (EIS) on proposals that are funded under its authority if the proposal is determined to be a major federal action that may significantly affect the quality of the human environment. The primary purpose of an EIS is to ensure agencies consider the environmental impacts of their actions in decision making.

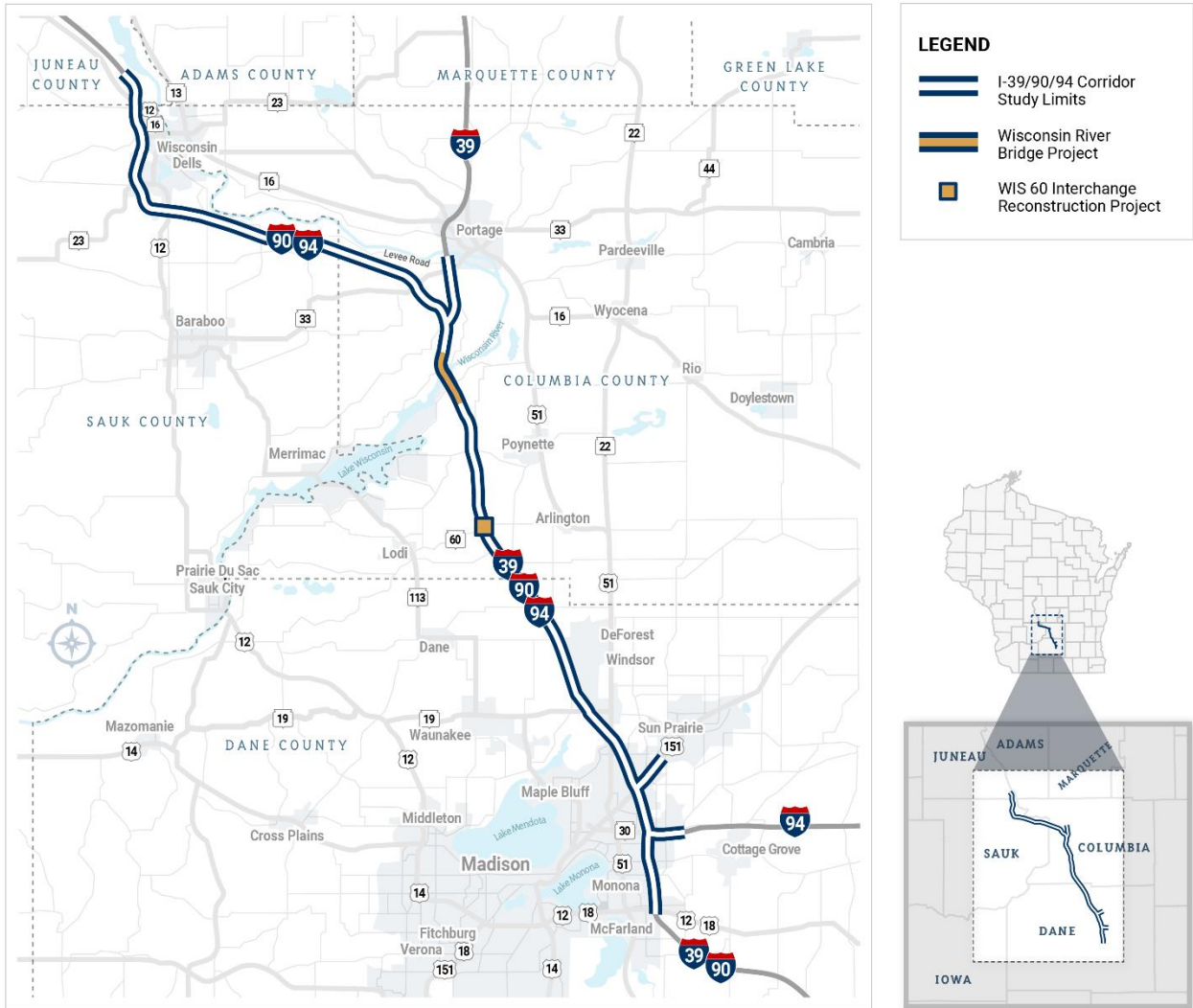
The EIS process is done in two stages: draft and final. The draft environmental impact statement (Draft EIS) is circulated for review and comment to federal, state and local agencies with jurisdiction by law or special expertise, and it is made available to the public. The Draft EIS must be made available to the public at least 15 days before the public hearing. Per 23 CFR Part 771.123(k), a comment period of not fewer than 45 days nor more than 60 days is provided from the date the Draft EIS availability notice is published in the Federal Register. The Wisconsin Department of Transportation (WisDOT) must receive agency comments on or before the date listed on the cover page of the Draft EIS unless a time extension is requested and granted by WisDOT and FHWA pursuant to 23 U.S.C. 139(g)(2)(A). WisDOT made the Draft EIS available for public review beginning on June 20, 2024 at the project website and hard copies were available at various locations in the study corridor. The U.S. Environmental Protection Agency (USEPA) published a Notice of Availability for the Draft EIS in the Federal Register on June 28, 2024, and provided a 45-day comment period to end on August 12, 2024.

The Final EIS includes:

- o Identification and basis of the preferred course of action (alternative).
- o Basic content of the Draft EIS, along with any text changes, added text, updated information, or additional information gathered during the agency and public comment period; these changes are indicated by gray highlighting throughout this Final EIS.
- o Summary of, and responses to substantive comments on social, economic, environmental and engineering aspects received during the public hearing and the agency and public comment period on the Draft EIS.
- o Resolution of environmental issues and documentation of compliance with applicable environmental laws and related requirements.

FHWA is issuing a single Final EIS and record of decision (ROD) as one combined document pursuant to 23 U.S.C 139(n)(2). Both the Draft EIS and Final EIS are full disclosure documents, which provide a full description of the proposed action, the affected environment, alternatives considered and an analysis of the anticipated beneficial or adverse environmental effects. A federal agency may publish a notice in the Federal Register, pursuant to 23 U.S.C. 139(l), indicating that one or more federal agencies have taken final action on permits, licenses or approvals for a transportation project. If such notice is published, claims seeking judicial review of those federal agency actions will be barred unless such claims are filed within 150 days after the date of publication of the notice, or within such shorter period as is specified in the federal laws pursuant to which judicial review of the federal agency action is allowed. If no notice is published, then the periods of time that otherwise are provided by the federal laws governing such claims will apply.

Figure 1: I-39/90/94 Corridor Study Location Map



RECORD OF DECISION

Decision

The Wisconsin Department of Transportation (WisDOT) and Federal Highway Administration (FHWA) have identified the Selected Alternative to rebuild the I-39/90/94 study corridor between US Highway (US) 12/18 in Madison and US 12/Wisconsin State Highway (WIS) 16 in Wisconsin Dells, Wisconsin, as well as I-39 from its split with I-90/94 (I-39 I-90/94 Split Interchange) to Levee Road near Portage, Wisconsin. See Figure 1.

Proposed improvements include rebuilding the I-39/90/94 freeway mainline, bridges and interchanges, and reconstructing local streets affected by the freeway reconstruction. WisDOT is developing a funding agreement with the city of Madison, to construct two new interchanges at Milwaukee Street and Hoepker Road as part of the Selected Alternative. The proposed improvements strive to avoid and minimize impacts to the natural, cultural and built environment to the greatest extent feasible and practicable.

I-39/90/94 is part of Wisconsin's "backbone system", a network of multi-lane highways connecting major population and economic regions of the state. It is a key freight route that also sees heavy recreational traffic to the Wisconsin Dells area and northern Wisconsin. The Interstate carries the highest traffic volumes in Dane County with a mix of commuting and recreational traffic. Maintaining mobility along the corridor is essential to supporting tourism and growing the workforce throughout the study corridor. The Selected Alternative identified in this record of decision (ROD) is the same as the Preferred Alternative identified in the Draft Environmental Impact Statement (Draft EIS).

The Selected Alternatives for the Interstate and each interchange are summarized below. See Section 2 of the Final Environmental Impact Statement/ROD (Final EIS/ROD) for detailed information.

- o **I-39/90/94 Freeway:** Modernization Plus Added General-Purpose Lane
- o **I-94/WIS 30 Interchange:** Full Modernization #2
- o **Proposed New Milwaukee Street Interchange:** Partial Cloverleaf
- o **US 151/High Crossing Boulevard Interchange:** Directional
- o **Proposed New Hoepker Road Interchange:** Shifted Diamond
- o **US 51 Interchange:** Partial Cloverleaf
- o **WIS 19 Interchange:** U-Ramp
- o **County V Interchange:** No Build
- o **County CS Interchange:** Diamond
- o **I-39 I-90/94 Split Interchange:** Low Build
- o **WIS 33 at I-39 Interchange:** Diamond
- o **WIS 33 at I-90/94 Interchange:** Partial Cloverleaf
- o **US 12 Interchange:** Diverging Diamond
- o **WIS 23 Interchange:** Diamond
- o **WIS 13 Interchange:** Trumpet
- o **US 12/WIS 16 Interchange:** Diamond

Section 1 of the Final EIS describes the study's needs. The purpose of the I-39/90/94 Corridor Study is to address existing and future traffic demands, safety issues, aging and outdated infrastructure and corridor resiliency. The need for the transportation improvements in the study corridor is demonstrated through a combination of factors, including the following:

- o Traffic demand: Portions of the Interstate currently operate at undesirable levels of service during peak morning and evening commute times, as well as during peak Friday and Sunday afternoon recreational travel times. Traffic operations will continue to decline throughout the study corridor in the future.
- o Safety needs: Crash rates are at or higher than the statewide average throughout the study corridor, particularly at interchanges. Design deficiencies at interchanges contribute to congestion and high crash rates.
- o Pavement condition: Pavement conditions are declining and WisDOT projects by 2030 over 20% of the pavement will be in poor or worse condition.
- o Bridge condition: Almost 75% of the 113 bridges in the study corridor will be over 50 years old by 2030 and nearly 40 bridges do not meet current height and width clearance standards.
- o Corridor resiliency: I-39 and I-90/94 are in the Baraboo and Wisconsin river floodplains where historic flooding has closed both highways, making the Interstate less resilient to climate change.

In addition to these needs, the city of Madison requested WisDOT evaluate new interchanges at a proposed extension of Milwaukee Street at I-94 and at Hoepker Road at I-39/90/94.

WisDOT and FHWA identified the Selected Alternative based on evaluation and consideration of the following:

- o How the alternative would address the study purpose and need.
- o All comments received during the public involvement process, including comments on the Draft EIS (approved June 17, 2024), input received as a result of the July and August 2024 public hearings and comments from state and federal agency reviews.
- o Environmental and engineering factors.
- o Cost.

Alternatives Considered

Section 2 of the Final EIS provides detailed information on the No Build alternative and a range of build alternatives that were considered and evaluated in terms of their ability to address the study's purpose and need factors including traffic demand, safety, pavement and bridge condition and reduction in flood risk. Additional screening factors included minimization of environmental impacts, agency and public input and cost. The No Build alternative, I-39/90/94 mainline build alternatives, interchange build alternatives and the Selected Alternative are summarized as follows. Section 2 of the Final EIS contains detailed information.

No Build Alternative

The No Build alternative assumes no improvements (that is, pavement or bridge replacement, or safety, capacity or flood resiliency improvements) to the existing I-39/90/94 freeway or interchanges. This alternative would not reconstruct the Interstate or interchanges to modern design standards. This alternative also assumes the separate Wisconsin River Bridge replacement and the WIS 60 Interchange

reconstruction projects, shown in Figure 1, will be completed as scheduled. The No Build alternative does not meet the study's purpose and need but was retained as a baseline alternative against which the build alternatives were compared. WisDOT also analyzed and selected a No Build alternative at the County V Interchange, which is discussed further in Final EIS Section 2.3.8.

Mainline and Interchange Alternatives

Alternatives that were considered and evaluated for reconstructing the I-39/90/94 mainline and its interchanges are briefly summarized in Table 1. The selected alternatives for the Interstate and each interchange are also identified in Table 1. The selected interchange alternatives will reconstruct the existing interchanges to modern design standards whenever possible, except as noted in Table 3. The selected alternatives are cumulatively referred to as the Selected Alternative. Complete details on mainline and interchange alternatives are provided in Final EIS Section 2.

Table 1: I-39/90/94 Mainline and Interchange Alternatives Summary Table

Alternatives	Status of Alternatives
I-39/90/94 Mainline	
TDM and TSMO	<i>Eliminated</i> – Transportation Demand Management (TDM)/Transportation Systems Management and Operations (TSMO) poorly address traffic demand and safety needs. It does not address aging pavement and structure needs or flooding risks. The TDM/TSMO measures do not meet the project purpose and need as a standalone alternative, but WisDOT included several of these measures in the other build alternatives.
Off Alignment (East Reliever)	<i>Eliminated</i> – The alternative has substantial impacts and lack of public support. It would not address pavement, bridge or flood risk needs in the study corridor.
Spot Improvements	<i>Eliminated</i> The alternative does not address pavement and bridge needs, nor does it address existing and future travel demands or flood risk.
Modernization of Existing Travel Lanes	<i>Eliminated</i> – The alternative does not meet purpose and need for addressing existing and future travel demands and safety.
Modernization Hybrid	<i>Eliminated</i> – The alternative does not address safety needs as well as the selected Modernization Plus Added General-Purpose Lane alternative. The Modernization Hybrid alternative has a higher crash rate compared to the Selected Alternative. Managed lane closures are also anticipated as a result of traffic incidents, large snow events or other events, which increases risk of traffic diversion during times of lane closure.
Modernization Plus Added General-Purpose Lane	Selected Alternative – The alternative meets study needs and better improves safety compared to the Modernization Hybrid alternative. The alternative is anticipated to operationally outperform the Modernization Hybrid alternative when traffic incidents, large snow events or other events limit access to managed lanes.
I-94/WIS 30 Interchange	
Full Modernization #1 Alternative	<i>Eliminated</i> – The alternative meets the study needs and operates similar to Full Modernization #2 alternative, but with lower ramp speeds. It requires eastbound WIS 30 to northbound I-39/90/94 to weave across westbound I-94 to northbound I-39/90/94 traffic to access the US 151 interchange.

Alternatives	Status of Alternatives
Full Modernization #2 Alternative	Selected Alternative – The alternative addresses study needs but has less complicated geometry, fewer complex structures and ramp speeds closer to freeway design speeds compared to the Full Modernization #1 alternative. It also received better public feedback.
Proposed New Milwaukee Street Interchange	
Partial Cloverleaf	Selected Alternative – The alternative meets study needs but increases safety benefits compared to the Diamond alternative by providing traffic a longer distance to weave between the proposed new Milwaukee Street entrance ramp and the I-94/WIS 30 Interchange. If a funding agreement between the city of Madison and WisDOT does not occur, WisDOT would select the No Build alternative.
Diamond	<i>Eliminated</i> – The alternative meets study needs but does not meet safety needs as well as the Partial Cloverleaf alternative. The Diamond alternative does not provide as long a westbound weave distance between the proposed Milwaukee Street Interchange and the I-94/WIS 30 Interchange.
US 151/High Crossing Boulevard	
Directional	Selected Alternative – The alternative meets study needs. It separates ramps to and from the south that addresses traffic demand and safety needs better than other alternatives. The alternative addresses weave distances for the US 151 Interchange at Nelson Road/American Parkway. The alternative received better public feedback and slowed traffic on East Washington Avenue west of the interchange - a city of Madison goal for this interchange area.
Loop Ramp Free Flow	<i>Eliminated</i> – The alternative meets study needs, but was the least favorable alternative among the public, local businesses and the city of Madison. It is the only alternative that does not address reducing speeds from the freeway portion of US 151 as it enters the commercial area of East Washington Avenue.
East Washington Avenue – South	<i>Eliminated</i> – The alternative meets study needs, but poorly addresses traffic demand need compared to other alternatives. The alternative increases travel time resulting in substantial traffic diversion (about 50%) from East Washington Avenue onto WIS 30 and the Interstate between the I-94/WIS 30 and US 151, requiring more infrastructure to maintain traffic operations. The alternative increases the potential for additional infrastructure including an additional lane on the Interstate between US 151 and WIS 30 and/or a second ramp lane for the southbound to westbound movement onto WIS 30 from the Interstate.
East Washington Avenue – North	<i>Eliminated</i> – The alternative meets study needs, but poorly addresses traffic demand need compared to other alternatives. The alternative is similar to the East Washington Avenue – South alternative, traffic analyses show substantial traffic diversion (about 40%) from East Washington Avenue onto WIS 30 and the Interstate between the I-94/WIS 30 and US 151 interchanges, which requires substantially more infrastructure to maintain traffic operations.
6-Lane High Crossing Boulevard	<i>Eliminated</i> – The alternative meets study needs, but poorly addresses traffic demand need compared to other alternatives. Traffic analyses for this alternative show substantial traffic diversion (about 50%) from East Washington Avenue onto WIS 30 and the Interstate between the I-94/WIS 30 and US 151 interchanges, which requires substantially more infrastructure to maintain traffic operations.

Alternatives	Status of Alternatives
East Washington Avenue – Freeway Connection	<i>Eliminated</i> – The alternative meets study needs but does not address safety needs as well as other alternatives. The alternative introduces short weave distances and merging traffic that create a greater safety risk compared to other alternatives.
Proposed New Hoepker Road Interchange	
Shifted Diamond	Selected Alternative – The alternative meets study needs. The standard diamond interchange configuration is familiar to motorists with ramps that are easiest for freight vehicles to navigate. The alternative has comparatively lower right of way impacts compared to the Partial Cloverleaf alternative and the public indicated a preference for a diamond interchange. If a funding agreement between the city of Madison and WisDOT does not occur, WisDOT would select the No Build alternative.
Partial Cloverleaf	<i>Eliminated</i> – The alternative meets study needs but requires comparatively more right of way than the Shifted Diamond alternative, impacting more property planned for development.
US 51 Interchange	
Partial Cloverleaf	Selected Alternative – The alternative meets study needs. Extended entrance ramps of this alternative allow more time for vehicles to achieve higher speed prior to merging. This improves traffic operations and safety by reducing merging and lane changes. The alternative also has lower average travel delays compared to the Diverging Diamond alternative.
Diverging Diamond	<i>Eliminated</i> – The alternative meets study needs but does not address traffic demand as well as the Partial Cloverleaf alternative. The alternative costs about 40% more than the Partial Cloverleaf alternative, which addresses study purpose and need.
WIS 19 Interchange	
WIS 19 Over Railroad	<i>Eliminated</i> – The alternative does not address existing and future traffic demands along WIS 19 and requires the relocation of a business that would no longer have access to either WIS 19 or County CV.
Northbound Flyover	<i>Eliminated</i> – The alternative does not address existing and future traffic demands along WIS 19.
U-Ramp	Selected Alternative – The alternative meets study needs. The alternative increases capacity along WIS 19 from four lanes to six lanes; reduces the number of signalized intersections from five to four and the total number of intersections from nine to seven. The reduced number of intersections better addresses safety compared to the 6-Lane WIS 19 alternative.
6-Lane WIS 19	<i>Eliminated</i> – The alternative meets study needs but does not reduce the number of intersections and address safety as well as the U-Ramp alternative.
County V Interchange	
No Build	Selected Alternative – A private developer is coordinating with the village of DeForest, Dane County, WisDOT and FHWA to privately fund interchange reconstruction to accommodate local development. The private developer would complete a separate environmental document for the interchange reconstruction. The No Build alternative is the Selected Alternative based on the assumption that County V will be reconstructed with private funds.

Alternatives	Status of Alternatives
Diamond	<i>Eliminated</i> – The alternative meets study needs but is eliminated based on the assumption the interchange reconstruction is privately funded.
Diverging Diamond	<i>Eliminated</i> – The alternative meets study needs but has higher construction costs and right of way and wetland impacts compared to the No Build and Diamond alternatives.
County CS Interchange	
Partial Cloverleaf	<i>Eliminated</i> – The alternative meets study needs but does not address safety as well as the Diamond alternative. It has greater impacts to combined ephemeral stream and constructed stormwater drainage swales and weirs between the northbound and southbound lanes.
Diamond	Selected Alternative – The alternative meets study needs. The alternative improves driver comfort, sight distances and driver reaction time; improves deceleration lanes for trucks and longer southbound acceleration lane to help traffic operations during heavy travel times.
I-39 I-90/94 Split Interchange	
High Build	<i>Eliminated</i> – The alternative meets study needs but has higher construction costs compared to the Low Build alternative, which addresses the study purpose and need and better meets local preferences.
Low Build	Selected Alternative – The alternative meets study needs. Local residents and officials indicated a preference for the Low Build alternative. Absent a flyover ramp, the projected construction cost of this alternative is less than the High Build alternative.
WIS 33 at I-39 Interchange	
Partial Cloverleaf	<i>Eliminated</i> – The alternative meets study needs but requires more property from the Section 4(f) Pine Island State Wildlife Area compared to the Diamond alternative. It also did not receive as much positive public feedback compared to the Diamond alternative.
Diamond	Selected Alternative – The alternative meets study needs. It improves sight distances, driver reaction time and may help prevent wrong-way drivers. Public feedback indicated a preference for diamond interchanges whenever possible. The alternative requires less property from the Section 4(f) Pine Island State Wildlife Area compared to the Partial Cloverleaf alternative.
WIS 33 at I-90/94 Interchange	
Partial Cloverleaf	Selected Alternative – The alternative meets study needs and has the fewest environmental impacts (avoids over 11 acres of wetland and floodplain impacts) and is less costly compared to the Diamond alternative.
Diamond	<i>Eliminated</i> – The alternative meets study needs but requires more right of way for new ramps in interchange quadrants where wetlands and floodplains are present, leading to substantially higher environmental impacts compared to the Partial Cloverleaf alternative.

Alternatives	Status of Alternatives
US 12 Interchange	
Diverging Diamond	Selected Alternative – The alternative meets study needs, and better addresses safety compared to other alternatives by reducing the number of conflict points at intersection alignments and improving sight distances for improved driver reaction time. Improved ramp geometrics allow vehicles to exit or enter the Interstate at speeds closer to the posted speed, and deceleration and acceleration will better match driver expectations.
Diamond	<i>Eliminated</i> – The alternative meets study needs but does not address traffic demands as well as the other two alternatives.
Partial Free-Flow	<i>Eliminated</i> – The alternative meets study needs but is more costly than the other two alternatives due to more infrastructure required to accommodate acceleration lanes on bridges.
WIS 23 Interchange	
Diamond	Selected Alternative – The alternative meets study needs. The alternative adequately manages traffic demand while addressing safety problems, with a lower construction cost compared to the Diverging Diamond alternative.
Diverging Diamond	<i>Eliminated</i> – The alternative meets study needs but traffic demand and patterns do not require the higher left-turn capacity of a diverging diamond configuration, which is more costly than the Diamond alternative.
WIS 13 Interchange	
Diamond – Realigned County H	<i>Eliminated</i> – The alternative meets study needs but has substantial impacts to the Section 4(f) Hulburt Creek Fishery Area.
Split Diamond	<i>Eliminated</i> – The alternative meets study needs but does not address safety as well as the other alternatives. The split diamond configuration introduces more conflict points, creating higher risk for crashes. It requires the most relocations of alternatives, including a maintenance and storage building, a small commercial/storage building and a storage shed.
Trumpet	Selected Alternative – The alternative meets study needs. The alternative performs better than the Split Diamond alternative for safety because it has fewer conflict points, which reduces the risk of crashes. It requires the least amount of new right of way compared to other alternatives and has the lowest impacts to the Section 4(f) Hulburt Creek Fishery Area and wetlands.
US 12/WIS 16 Interchange	
Diamond	Selected Alternative – The alternative meets study needs. The alternative reconstructs the existing interchange in a similar footprint with improved ramp design to provide better sight distance, which improves driver reaction time. It realigns the connection to the 60th Street intersection to improve sight distance and meet expectations of public and local officials.
Realigned Diamond	<i>Eliminated</i> – The alternative meets study needs but has comparatively higher right of way and environmental impacts, including strip right of way from the Rocky Arbor State Park. It does not meet public and local officials request to maintain access to the 60th Street connection and requires the Ice Age Trail to reroute to other local roads.

Reasons for Identifying the Selected Alternative

After carefully evaluating project purpose and need, cost, engineering factors, impacts to the human/natural environment, compliance with federal and state laws and public and agency comments received throughout the NEPA process and in direct response to the Draft EIS, WisDOT and FHWA identified the Modernization Plus Added General-Purpose Lane, plus the interchange configurations noted in Table 1 as the Selected Alternative for the I-39/90/94 Corridor Study. The Selected Alternative provides a balance of sound engineering design, addresses long-term mobility needs and safety concerns, and minimizes impacts to the existing built environment and natural resources to the maximum extent practicable.

The basis for identifying the Selected Alternative is summarized in Table 2.

Table 2: Summary of Reasons for Identifying the Selected Alternative

Reason	Justification
Purpose and Needs	<ul style="list-style-type: none"> Modern design, such as improved shoulders and interchange configurations address safety by removing design deficiencies that contribute to crashes. The selected Modernization Plus Added General-Purpose Lane alternative is projected to reduce crashes by 27% compared to the Modernization Hybrid alternative. The selected alternative is anticipated to operationally outperform the Modernization Hybrid alternative when traffic incidents, large snow events or other events limit access to managed lanes. Added freeway capacity, modernized design and operational improvements, such as auxiliary lanes and collector-distributor lanes accommodate existing and future traffic demands. The Interstate would operate at Level of Service D or better. Freeway reconstruction replaces deteriorating pavement. Bridge replacement and reconstruction address aging infrastructure and substandard bridge design. Flood minimization measures, including raising the Interstate out of the 100-year floodplain and lengthening the I-39 Baraboo River bridge, reduce flood risk and improve corridor resiliency.
Impacts	<ul style="list-style-type: none"> The selected Modernization Plus Added General-Purpose Lane alternative, which has impacts similar to the Modernization Hybrid alternative was selected because it best met safety needs, as well as other study needs. Of the interchange alternatives considered, those with the lowest right of way impacts were selected at 6 of the 15 interchanges (Hoepker Road, County V No Build alternative, WIS 33 at I-90/94, US 12, WIS 13 and US 12/16). Of the interchange alternatives considered, those with the lowest wetland impacts were selected at 4 of the 15 interchanges (I-94/WIS 30, Milwaukee Street, WIS 33 at I-90/94 and WIS 13 Trumpet alternative).

Reason	Justification
Cost	<ul style="list-style-type: none"> • The Modernization Plus Added General-Purpose Lane (selected) and selected interchange alternatives (Selected Alternative) construction cost is about \$2.51 billion in 2024 dollars, or about \$4.21 billion in year of expenditure dollars. The No Build alternative would cost about \$985.5 million in 2024 dollars. • The selected Modernization Plus Added General-Purpose Lane alternative is expected to cost more up front compared to the Modernization Hybrid alternative; however, the Modernization Hybrid alternative would cost more over time due the additional staffing and technical infrastructure maintenance required to operate the managed lane. • Of the interchange alternatives considered, the least cost alternatives were selected at 5 of the 15 interchanges (US 51, County V No Build alternative, I-39 I-90/94 Split, WIS 33 at I-90/94 and WIS 23). • Alternatives at 3 interchanges had nearly identical costs and were selected based on other evaluation factors, such as traffic operations (I-94/WIS 30), impacts (WIS 33 at I-39 and US 12/16) or public input (WIS 33 at I-39 and US 12/16). • Alternatives at 7 interchanges had higher cost and were selected based on their ability to serve traffic demand (US 151/High Crossing Boulevard, Milwaukee Street, US 12, WIS 13 Trumpet alternative), meet safety needs (WIS 19, County CS, US 12), have lower impacts (Hoepker Road, WIS 13 Trumpet alternative) or received positive public input (US 151/High Crossing Boulevard, Hoepker Road, WIS 19, County CS, US 12).
Local Government and Public Input	<ul style="list-style-type: none"> • Public input received during the Draft EIS comment period and testimony at the study's public hearing, at public involvement meetings and throughout the NEPA process was mixed regarding the alternatives. Comments supporting the selected Modernization Plus Added General-Purpose Lane alternative cited reduced congestion and improved safety. Comments opposing capacity expansion cited the need for more emphasis on alternate transportation modes, adverse impacts of increasing traffic, reduced air quality and loss of more natural resources. WisDOT received comments from local residents both supporting and opposing the selected alternatives for new interchanges (Hoepker Road Shifted Diamond alternative and Milwaukee Street Partial Cloverleaf alternative). Businesses and health providers that would be served by the Hoepker Road interchange supported a new interchange. Comments supporting the interchanges cited improved access to planned development and employment. Comments opposing new interchanges cited increased traffic and disruption to quality of life. • WisDOT also received several comments to provide bicycle and pedestrian facilities. Facilities to accommodate pedestrians and bicyclists are part of the Selected Alternative, including the Milwaukee Street/I39/90 overpass, Milwaukee Street Interchange, US 151/High Crossing Boulevard Interchange, Hoepker Road Interchange US 51 Interchange, WIS 19 Interchange, the US 12 Interchange and WIS 13 Interchange. Rural roads reconstructed as part of the Selected Alternative would include shoulders that accommodate bicycles and pedestrians. Bridges over the Wisconsin and Southern Railroad tracks would be reconstructed to accommodate future Glacial Drumlin Trail and East Town Area Plan crossings.

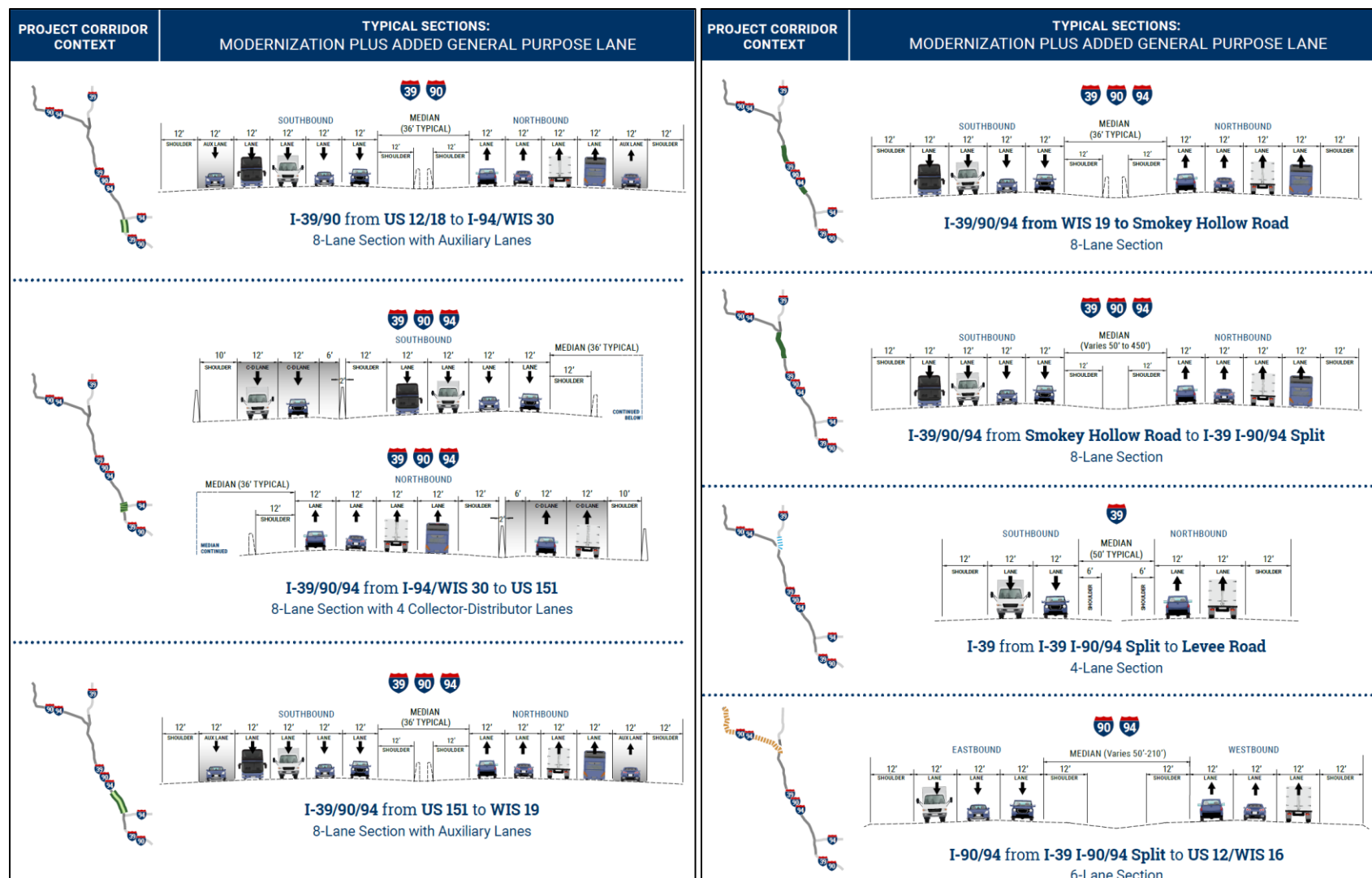
Description of Selected Alternative

Mainline Freeway

The selected Modernization Plus Added General-Purpose Lane alternative would reconstruct the Interstate mainline to modern design standards whenever possible. WisDOT will investigate if countermeasures could be included in areas where exceptions to design standards are made. A general-purpose lane, in each direction along the present freeway alignment, is added throughout a majority of the study corridor, with 12-foot shoulders. I-39 from the I-39 I-90/94 Split to Levee Road is 4 lanes, two lanes in each direction, and would be reconstructed as a 4-lane freeway. Auxiliary lanes are added between US 12/18 and the I-94/WIS 30 interchanges and between the US 151/High Crossing Boulevard and WIS 19 interchanges. Collector-Distributor lanes are added between the I-94/WIS 30 and US 151/High Crossing Boulevard interchanges, see Figure 2.

The Selected Alternative implements recommendations from WisDOT's Flood Minimization Study completed as part of this study. The analysis recommends raising 3.5 miles of I-90/94 approximately 3 feet and about 2.9 miles of I-39 approximately 3 to 4 feet to prevent overtopping in the vicinity of the I-39 I-90/94 Split Interchange.

Figure 2: Selected Alternative Mainline Improvements



Source: WisDOT

Interchanges

The study corridor includes 15 existing Interstate interchanges (see Figure 3). Except as noted in Table 3, the selected interchange alternatives will reconstruct the existing interchanges to modern design standards whenever possible. Up to two new interchanges (Milwaukee Street and/or Hoepker Road) may also be constructed within the city of Madison, pending a funding agreement with the city. Summary descriptions of the selected Interchange alternatives are provided in Table 3 below. Full descriptions are provided in Final EIS Section 2.3.

Table 3: Descriptions of Selected Interchange Alternatives

Interchange	Description of Selected Alternative
US 12/18	Improvements to the interchange area are limited to freeway improvements necessary to transition to the selected mainline freeway alternative north of the interchange.
I-94/WIS 30	The selected Full Modernization #2 alternative reconstructs the existing interchange with added modernization features to address travel demand and safety. The alternative, removes lefthand entrance and exit ramps, improves ramp lengths and bridge clearances, expands shoulders, improves roadway curves and adds Collector-Distributor (C-D) Lanes. The alternative would also relocate the Dane County highway maintenance building located between the I-39/90 northbound and southbound lanes on the north side of the interchange.
Milwaukee Street (New)	The selected Partial Cloverleaf alternative utilizes a loop ramp for the westbound entrance ramp to maximize distance from the I 94/WIS 30 Interchange and allows a longer distance for traffic to weave between the proposed new Milwaukee Street entrance ramp and the I-94/WIS 30 Interchange. The alternative would require the relocation of a barn and dividing a farm operation north of I-94.
US 151/High Crossing Boulevard	The selected Directional alternative reconstructs the US 151 interchange to address travel demand and safety. The alternative reconstructs the interchange such that the freeway-to-freeway movements to/from the east are free-flow movements. A diamond interchange is embedded at East Washington Avenue to provide local access and slow traffic from the freeway portion of US 151 as it enters the commercial area of East Washington Avenue. This alternative maintains a half interchange at High Crossing Boulevard, but better separates the ramps to/from the south to address congestion and safety. The existing US 151 interchange at Nelson Road/American Parkway will be moved slightly northeast to Eastpark Boulevard to provide appropriate weave distances between I-39/90/94 and the interchange.
Hoepker Road (New)	The selected Shifted Diamond alternative is a standard diamond interchange. This type of interchange design is most familiar to motorists and the ramps are easiest for freight vehicles to navigate.
US 51	The selected Partial Cloverleaf alternative reconstructs the existing interchange to address safety. It increases the entrance and exit ramp lengths and adds an extended northbound ramp along the Interstate. The extended ramp allows two closely spaced northbound entrance ramps (the US 51 southbound to northbound ramp and the US 51 northbound to northbound ramp) to merge prior to entering the Interstate as a single ramp.

Interchange	Description of Selected Alternative
WIS 19	The selected U-Ramp alternative maintains WIS 19 under the Interstate to address travel demand and safety. A new U-Ramp crossing under extended Interstate bridges over the Canadian Pacific Railroad conveys the WIS 19 to westbound I-39/90/94 movement. Capacity along WIS 19 is increased from four lanes to six lanes between Tierney Crossing and Pepsi Way. The total number of signalized intersections along this portion of WIS 19 is reduced from five to four and the number of intersections from nine to seven.
County V	The selected alternative at County V is the No Build alternative. The County V Interchange is anticipated to be reconstructed as part of a private development.
County CS	The selected Diamond alternative is a standard diamond interchange to address safety. This type of interchange design is most familiar to motorists and the ramps are easiest for freight vehicles to navigate. The alternative improves deceleration and acceleration lanes to accommodate slowing exiting vehicles and accelerating vehicles entering into mainline traffic. Reconstructed County CS would include a divided median and protected left turns onto the Interstate entrance ramps.
I-39 I-90/94 Split	<p>The selected Low Build alternative reconstructs the existing interchange as a 3-level interchange in a similar footprint to address flooding, as well as traffic operations and safety at the nearby Cascade Mountain Road Interchange. The I-90/94 eastbound to I-39 northbound movement is constructed with over or underpass bridges rather than creating the typical flyover ramp to connect the two interstates. WisDOT is requesting a design speed exception for this ramp since it carries only 490 vehicles per day. WisDOT is also requesting a design speed exception for the I-39 southbound movement to westbound I-90/94, which has only 130 vehicles per day.</p> <p>The alternative reconstructs the WIS 78 interchange as a diamond interchange and relocates Cascade Mountain Road access to the Interstate via the WIS 78 Interchange. The alternative also accounts for recommendations in WisDOT's flood minimization study in this area that would raise the Interstate roadways and widen the I-39 Baraboo River bridge to 500 feet to reduce flood risk on the Interstate.</p>
WIS 33 Interchange at I-39	The selected Diamond alternative is a standard diamond interchange to address safety and flooding. This type of interchange design is most familiar to motorists and the ramps are easiest for freight vehicles to navigate. The alternative improves sight distances on ramps for improved driver reaction time and helps prevent wrong way drivers. The alternative also accounts for recommendations in WisDOT's flood minimization study in this area that would raise the Interstate by about 4 feet to reduce flood risk.
WIS 33 Interchange at I-90/94	The selected Partial Cloverleaf alternative reconstructs the existing interchange to address safety and flooding. Ramp curves would be realigned to improve driver comfort entering and exiting the Interstate. Acceleration and deceleration lanes would be lengthened. Reconstructed WIS 33 would include a divided median to protect left-turning traffic onto the Interstate entrance ramps. The alternative also accounts for recommendations in WisDOT's flood minimization study in this area that would raise the Interstate by about 3 feet to reduce flood risk.
US 12 Interchange	The selected Diverging Diamond alternative addresses traffic operations and safety. It provides free flow left turns to entrance ramps, reduces intersection conflict points and improves ramp geometrics that allow vehicles to exit or enter the Interstate at speeds closer to the posted speed.

Interchange	Description of Selected Alternative
WIS 23	The selected Diamond alternative reconstructs the existing diamond interchange to address safety. Diamond interchanges are a standard interchange design, most familiar to motorists with ramps that are easy for freight vehicles to navigate. The alternative improves sight distances on ramps for improved driver reaction time.
WIS 13	The selected Trumpet alternative reconstructs the existing Trumpet interchange to address safety. Ramp curves would be realigned to improve ramp geometrics that allow vehicles to exit or enter the Interstate at speeds closer to the posted speed.
US 12/WI 16	The selected Diamond alternative reconstructs the existing diamond interchange to address safety. Diamond interchanges are a standard interchange, most familiar to motorists with ramps that are easy for freight vehicles to navigate. The alternative improves sight distances on ramps for improved driver reaction time.

Bicycle and Pedestrian Improvements

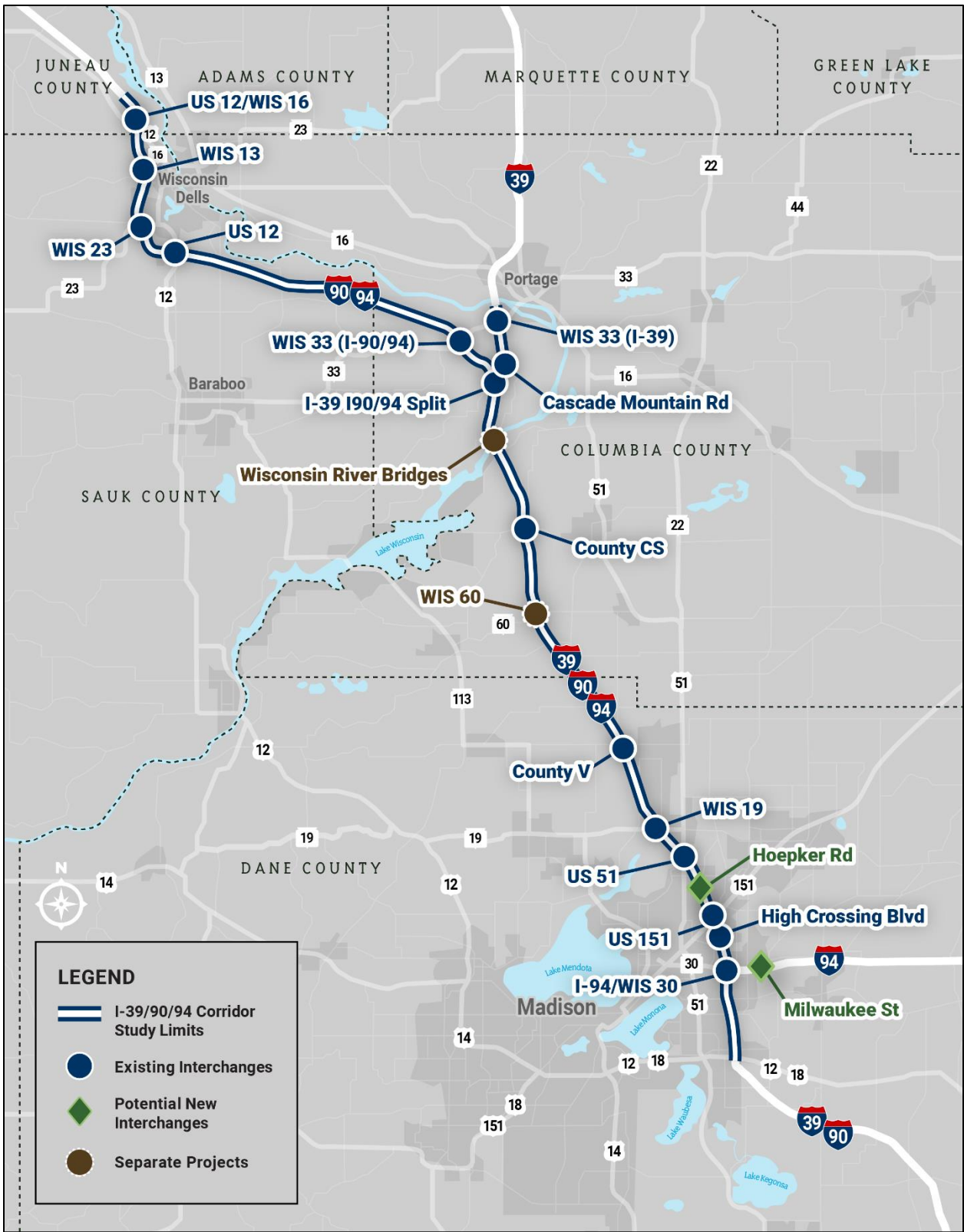
Several bicycle and pedestrian improvements are part of the Selected Alternative, including:

- o Milwaukee Street overpass on I-39/90 – Bicycle and pedestrian accommodations will be included in the bridge replacement.
- o Rattman Neighborhood - in response to city of Madison comments on the Draft EIS, WisDOT will coordinate with the city of Madison during final design regarding a location for the Rattman Neighborhood Development Plan (NDP) path and a future crossing under the Interstate.
- o Glacial Drumlin Trail and East Towne Area Plan crossing – both trail alignments travel along existing Wisconsin and Southern Railroad tracks. Interstate bridges over both tracks will be replaced to accommodate these crossings.
- o Milwaukee Street Interchange – Partial Cloverleaf alternative (city of Madison): sidewalks and on-street bike lanes provided on both sides of Milwaukee Street.
- o US 151/High Crossing Boulevard Interchange - An additional bicycle and pedestrian path is proposed north of US 151.
- o Hoepker Road Interchange - Shifted Diamond alternative (city of Madison): sidewalks and on-street bike lanes provided on both sides of Hoepker Road.
- o US 51 Interchange – Partial Cloverleaf alternative (town of Burke/village of DeForest): path provided on east side of US 51.
- o WIS 19 Interchange – U-Ramp alternative (village of DeForest/village of Windsor): path provided on north side of WIS 19.
- o US 12 Interchange – Diverging Diamond alternative (village of Lake Delton/town of Delton): path provided on east side of US 12.
- o WIS 23 Interchange - Diamond alternative (village of Lake Delton): sidewalk provided on both sides of WIS 23 and on-street bike lanes.
- o WIS 13 Interchange - Split Diamond alternative (town of Delton/city of Wisconsin Dells): path provided on north side of WIS 13 to maintain connecting route access for the Ice Age Trail.

WisDOT will add bicycle/pedestrian facilities consistent with design standards and in coordination with local communities during final design. Additional features, such as protected bicycle facilities, and

appropriate cost-sharing agreements will be determined during final design coordination with local communities. Rural roads reconstructed as part of the Selected Alternative would include shoulders that accommodate bicycles and pedestrians. The Selected Alternative will maintain access at the three Ice Age Trail connecting route crossings under I-90/94: Schepp Road, Old Highway 12/County H and 60th Street.

Figure 3: Study Corridor Interchange Locations



Source: WisDOT

Environmental Impacts of the Selected Alternative

Table 4 lists the environmental impacts for the Selected Alternative, as well as impacts of other alternatives evaluated in the Draft EIS. All practicable means to avoid or minimize environmental harm from the Selected Alternative that are within the jurisdiction of FHWA and WisDOT to implement have been adopted. Mitigation measures and environmental commitments are summarized in the Measures to Minimize Harm and Environmental Commitments section below.

Table 4: Environmental Impacts of Selected Alternative Compared to Alternatives Evaluated in Draft EIS

Environmental Factor	<u>Selected Alternative</u> Modernization Plus Added General Purpose Lane + Selected Interchange alternatives ¹	Modernization Hybrid + Selected Interchange alternatives	County V Diamond	WIS 13 Split Diamond	WIS 13 Trumpet
Cost estimate breakdown for Preferred Alternative (2024 dollars in millions)					
Design	\$410.9	--	--	--	--
Real estate	\$102.8	--	--	--	--
Utilities	\$125.3	--	--	--	--
Construction (total)	\$3,031.0	--	--	--	--
Construction	\$2,510.4	--	--	--	--
Other construction-related costs*	\$520.6	--	--	--	--
Total cost estimate (2024 dollars in millions)	\$3,670.0	\$3,647.0	\$0.8	\$35.2	\$25.7
Cost estimate breakdown for Preferred Alternative (Year of expenditure in millions)					
Design	\$541.0	--	--	--	--
Real estate	\$154.0	--	--	--	--
Utilities	\$203.0	--	--	--	--
Construction (total)	\$5,082.0	--	--	--	--
Construction	\$4,210.1	--	--	--	--

Environmental Factor	<u>Selected Alternative</u> Modernization Plus Added General Purpose Lane + Selected Interchange alternatives ¹	Modernization Hybrid + Selected Interchange alternatives	County V Diamond	WIS 13 Split Diamond	WIS 13 Trumpet
Other construction-related costs*	\$871.9	--	--	--	--
Total cost estimate (Year of expenditure in millions)	\$5,980.0	\$5,942.8	\$0.9	\$42.6	\$31.1
New right of way (acres)	226	218.8	0	5.4	3.5
Residential relocations (housing units)	1 (currently vacant)	1 (currently vacant)	0	0	0
Perennial stream impacts (linear feet)	697	637	0	245	140
Intermittent stream impacts (linear feet)	9,433	9,409	0	0	0
Flood minimization Residential Relocations	1	1	0	0	0
Flood minimization Residential flood easements outside regulatory floodplain	9	9	0	0	0
Commercial relocations	0	0	0	1 retail business	0
Flood minimization Commercial Relocations	2, including 1 vacant	2, including 1 vacant	0	0	0
Flood minimization Commercial flood easements outside the regulatory floodplain	6, including 3 vacant	6, including 3 vacant	0	0	0

Environmental Factor	<u>Selected Alternative</u> Modernization Plus Added General Purpose Lane + Selected Interchange alternatives¹	Modernization Hybrid + Selected Interchange alternatives	County V Diamond	WIS 13 Split Diamond	WIS 13 Trumpet
Farmland (buildings acquired/acres acquired)	2 barns 165.4 acres	2 barns 162.4 acres	0	0.2 acres	2.2 acres
Flood minimization	6 structures	6 structures	0	0	0
Farmland impacts (buildings acquired/acres impacted)	189.8 acres	189.8 acres			
Institutional public building relocations	1	1	0	0	0
Flood minimization institutional public building relocations	4	4	0	0	0
100-Year floodplain (acres)	327	326.8	0	0.8	1.0
Wetland (acres)	171.7	170.4	1.3	0.5	0.1
Federally-listed threatened and endangered species (Yes/No)	Yes	Yes	Yes	Yes	Yes
State -listed threatened and endangered species (Yes/No)	Yes	Yes	Yes	Yes	Yes
Adverse effects to historic properties	0	0	0	0	0
Archaeological sites affected	0	0	0	0	0

Environmental Factor	<u>Selected Alternative</u> Modernization Plus Added General Purpose Lane + Selected Interchange alternatives ¹	Modernization Hybrid + Selected Interchange alternatives	County V Diamond	WIS 13 Split Diamond	WIS 13 Trumpet
Environmental justice disproportionate and adverse impact (Yes/No)	No. Alternative could facilitate access to employment centers, provide added bicycle and pedestrian connections	No. Alternative could facilitate access to employment centers, provide added bicycle and pedestrian connections	No. Alternative modifies existing ramps	No. Alternative could facilitate access to employment centers	No. Alternative could facilitate access to employment centers
Noise receptor units impacted (design year 2050)	1,602	1,602	0	9	9
Potential contaminated sites (sites recommended for additional field testing)	16	16	0	0	0
Public recreation properties – parks and refuges (Section 4(f) properties) - <i>De minimis</i> use	3	3	0	1	0
Indirect effects	Land use effect: facilitates planned redevelopment and development in study area.	Land use effect: facilitates planned redevelopment and development in study area.	No. Replaces existing access	Land use effect: local land use controls avoid and minimize potential impact of new Interstate access at County H.	No. Replaces existing access

Environmental Factor	<u>Selected Alternative</u> Modernization Plus Added General Purpose Lane + Selected Interchange alternatives ¹	Modernization Hybrid + Selected Interchange alternatives	County V Diamond	WIS 13 Split Diamond	WIS 13 Trumpet
Cumulative effects	Limited effect: Mitigation measures minimize effects	Limited effect: Mitigation measures minimize effects	No. Replaces existing infrastructure	Limited effect: Mitigation measures minimize effects	Limited effect: Mitigation measures minimize effects

1. Includes selected Interstate and interchange alternatives listed in Table 3, including County V No Build and WIS 13 Trumpet alternatives.

The Council on Environmental Quality (CEQ) regulations for implementing NEPA require FHWA to identify the environmentally preferable alternative or alternatives amongst the alternatives considered in the environmental impact statement. The environmentally preferable alternative will best promote the national environmental policy expressed in Section 101 of NEPA by maximizing environmental benefits, such as addressing climate change-related effects or disproportionate and adverse effects on communities with environmental justice concerns; protecting, preserving, or enhancing historic, cultural, Tribal, and natural resources, including rights of Tribal Nations that have been reserved through treaties, statutes, or Executive Orders; or causing the least damage to the biological and physical environment. The environmentally preferable alternative may be the proposed action, the no action alternative, or a reasonable alternative (40 CFR Part 1505.14 (f)). Designation of the environmentally preferred alternative typically involves judgment and balancing some environmental values against others. The public and other agencies reviewing the Draft EIS can assist the lead agency to develop and determine environmentally preferred alternatives by providing their views in comments on the Draft EIS.¹

The CEQ recognizes that identifying the environmentally preferred alternative may involve difficult judgments, particularly when one environmental value must be balanced against another. For this project, the Modernization Plus General-Purpose Lane and Modernization Hybrid alternatives, the County V No Build and Diamond alternatives and the WIS 13 Trumpet and Split Diamond alternatives each have comparable environmental impacts, so FHWA and WisDOT evaluated the differences in resource impacts and the ability to mitigate each. Table 4 summarizes differences between the Selected Alternative and other alternatives evaluated in the Draft EIS. Key differences between alternatives are noted below.

Right of Way

The selected Modernization Plus General-Purpose Lane alternative, combined with the selected interchange alternatives, requires purchase of 7 more acres of right of way compared to the Modernization Hybrid alternative when combined with the selected interchange alternatives. The WIS 13 Split Diamond alternative requires 2 acres less of right of way compared to the selected Trumpet alternative.

Commercial and Industrial Displacements

The WIS 13 Split Diamond alternative relocates an additional business and shed compared to the selected Trumpet alternative.

Farmland

The selected Modernization Plus General-Purpose Lane alternative, combined with the selected interchange alternatives, requires the purchase of 3 acres more farmland than the Modernization Hybrid alternative when combined with the selected interchange alternatives. The selected WIS 13 Trumpet alternative requires about 2 acres more farmland compared to the Split Diamond alternative.

¹ Council on Environmental Quality. 1981. Memorandum to Agencies: Forty Most Asked Questions Concerning CEQ's National Environmental Policy Act Regulations. <https://www.energy.gov/nepa/articles/forty-most-asked-questions-concerning-ceqs-national-environmental-policy-act> . Accessed May 2, 2024.

Streams

The selected Modernization Plus General-Purpose Lane alternative, combined with the selected interchange alternatives, impacts 60 more linear feet of perennial streams and 24 more linear feet of intermittent streams compared to the Modernization Hybrid alternative when combined with the selected interchange alternatives. The WIS 13 Split Diamond alternative impacts 105 more linear feet of perennial streams compared to the selected WIS 13 Trumpet alternative.

Floodplains

The selected Modernization Plus General-Purpose Lane alternative, combined with the selected interchange alternatives, fills about 0.2 more acres of floodplain compared to the Modernization Hybrid alternative when combined with the selected interchange alternatives. The selected WIS 13 Trumpet alternative fills about 0.2 acre more floodplain compared to the Split Diamond alternative.

Wetlands

The selected Modernization Plus General-Purpose Lane alternative, combined with the selected interchange alternatives, has about 1.3 acres more wetland impact compared to the Modernization Hybrid alternative when combined with the selected interchange alternatives. The WIS 13 Split Diamond alternative impacts about 0.4 acres more than the selected Trumpet alternative. The County V Diamond interchange impacts 1.3 acres more than the selected No Build alternative.

Section 4(f)

The WIS 13 Split Diamond has an additional potential *de minimis* impact at Hulburt Creek Fishery Area, while the selected Trumpet alternative avoids a Section 4(f) impact at the property.

Conclusion

Overall, the Modernization Hybrid alternative is the environmentally preferred alternative based on slightly lower environmental impacts. The WIS 13 Split Diamond alternative has slightly lower wetland and floodplain impacts, higher right of way impacts, more commercial relocations and higher Section 4(f) impacts compared to the Trumpet interchange. On balance, the Trumpet interchange is the environmentally preferred alternative. The County V No Build alternative with overall lower impacts than the Diamond alternative is the environmentally preferred alternative.

All of the build alternatives evaluated in detail for the I-39/90/94 Corridor Study would have similar impacts to the natural and built environment. No resource has a clearly substantial difference in impact among the alternatives. Based on the minimal difference in impacts between the Modernization Plus General-Purpose Lane and Modernization Hybrid alternatives, the County V No Build and Diamond alternatives and the WIS 13 Trumpet and Split Diamond alternatives, the ability to best meet the study's purpose and need, the minimal difference in cost, the ability to mitigate each resource and input from the public and other agencies, FHWA and WisDOT identified the Modernization Plus General-Purpose Lane alternative along with the selected interchange alternatives listed in Table 3, as the Selected Alternative. Please refer to the previous section of this ROD, Reasons for Identifying the Selected Alternative, where it is explained why the Modernization Plus General-Purpose Lane alternative and selected interchange alternatives were identified as the Selected Alternative.

Section 4(f) Findings

The U.S. Department of Transportation (US DOT) Section 4(f) law (49 United States Code [U.S.C.] 303 and 23 U.S.C. 138) states that the Secretary shall not approve any program or project that use land from a significant publicly owned park, recreation area, wildlife or waterfowl refuge or any significant historic site, unless it is determined that there is no feasible and prudent avoidance alternative to the use of land from such properties and the action includes all possible planning to minimize harm to the property resulting from such use or the use is *de minimis*. Section 4(f) helped guide the decision-making process for the Selected Alternative.

Analysis performed for the Section 4(f) Evaluation (Section 4 of the Final EIS) resulted in the following findings regarding use resulting from project actions:

- o *De minimis* impact determination for the Glacial Drumlin State Trail
- o *De minimis* impact determination for the Baraboo River Waterfowl Production Area and Baraboo River Floodplain Forest (No. 212) State Natural Area property
- o *De minimis* impact determination for the Pine Island State Wildlife Area
- o Temporary occupancy determination for the Hulburt Creek Fishery Area
- o Temporary occupancy determination for the Mirror Lake State Park
- o Temporary occupancy determination for the Rocky Arbor State Park

Impacts to the three Section 4(f) resources where *de minimis* determinations have been made and three Section 4(f) temporary occupancy determinations are described in detail in Section 4 of the Final EIS.

Measures to Minimize Harm and Environmental Commitments

From early on in the alternatives development phase, WisDOT refined the design alternatives to avoid or minimize impacts to natural resources and the built environment. All practicable measures to minimize impacts have been incorporated into the decision in accordance with the CEQ regulations for implementing NEPA (40 CFR Part 1505.2). Measures to minimize harm to natural resources and the built environment are detailed in Section 3 of the Final EIS. Appendix C documents the mitigation measures and environmental commitments for the Selected Alternative. Key commitments and mitigation measures are described in the following sections.

Built Environment

Transportation Service

Short-term impacts to traffic and traffic systems are anticipated during construction. WisDOT will develop a transportation management plan to coordinate and manage traffic impacts associated with construction. WisDOT will coordinate with emergency service providers, federal and state agencies, rail roads, municipalities, school districts and other stakeholders to mitigate traffic impacts and maintain access during construction.

Residential and Commercial Displacements

The federal Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended, provides just compensation for homes and businesses displaced for a federally funded

transportation project. In addition to the acquisition price, compensation includes replacement dwelling costs, increased rental or mortgage payments, closing costs, relocation advisory services, reimbursement of moving expenses, and down payment assistance. Under state law, no person (owner or renter) or business would be displaced unless a comparable replacement dwelling, business location, or other compensation (when a suitable replacement business location is not available) would also be provided. Compensation is available to all displaced persons without discrimination. Prior to appraisals and property acquisition, an authorized relocation agent would interview each owner and renter to be relocated in order to determine their needs, desires, and unique situations associated with relocating. The agent would explain the relocation benefits and services each owner may be eligible to receive.

Agriculture

During final design and through construction, WisDOT will establish an agricultural liaison to keep property owners informed of design activities, coordinate between design and potential impacts, including impacts to land in conservation easements or preservation agreements that may be in place, and keep owners informed of construction schedules. During final design, WisDOT, in coordination with the Natural Resources Conservation Service and the Wisconsin Department of Agriculture Trade and Consumer Protection, will determine if acquired properties have a farmland preservation agreement, Wetland Reserve Program contract, Conservation Reserve Program contract and/or a Conservation Reserve Enhancement Program contract. If an agreement and/or contract release is needed, WisDOT will work with agricultural landowners to remove those portions of impacted land from contract, at no cost to the landowner. Post-construction, WisDOT will revegetate lands removed from a conservation program that are still privately held and are otherwise eligible to re-enroll in a conservation program. WisDOT will continue to coordinate with local county drainage districts to locate drainage tiles and to determine design and construction measures that will be incorporated into final design to maintain drainage patterns.

Noise

The project's noise analysis identified 12 locations where it would be feasible and reasonable to construct noise barriers. If final design results in substantial changes in roadway design from the conditions modeled for the Final EIS, noise abatement measures will be reviewed. A final decision on the installation of the abatement measures will be made upon completion of the project's final design and through the public involvement process, which will solicit the viewpoints of residents and property owners benefited by the construction of the feasible and reasonable noise barriers.

Air Quality

Greenhouse gas (GHG) emissions would be produced at different levels throughout the project's construction phase. During construction, WisDOT will follow its Standard Specifications to address pollution reduction/containment measures for the construction contractor, and also implement the following mitigation measures to help reduce GHG emissions:

- o Implement detours and strategic construction timing where feasible to reduce construction delays, including vehicle idling from backups.
- o Set up active construction zones, staging areas and material transfer sites in a way that reduces standing wait times for equipment. Reducing idling times reduces GHG emissions from passenger cars and construction vehicles.

- o Work with contractors and subcontractors to reduce idling times. An example would be for contractors and subcontractors to complete and submit idling logs of construction vehicles/equipment every 6 months and monitor by comparing a baseline log at inception of the project.
- o Communicate with local municipalities and neighborhood groups, including groups focused on serving environmental justice populations, as to the location of staging areas and material transfer sites. Work with the same municipalities and groups to minimize the impacts of staging areas and material transfer sites.
- o Encourage construction contractors to use ridesharing and other commute trip reduction efforts to reduce GHG emissions from commute vehicles of employees working on the project.
 - o WisDOT could evaluate areas in proximity to the jobsite where construction staff and equipment parking could occur, and that results in distribution of GHG emissions.
 - o WisDOT will post signs to encourage construction staff to use public transport or rideshare.
- o Recycle construction and demolition materials to the extent possible. Asphalt, concrete and rubble are often recycled into aggregate or new asphalt and concrete products. Metals—including steel—are also valuable commodities to recycle.
- o Use LED bulbs in new lighting installed along the study corridor. LEDs use less electricity than traditional light bulbs, which in turn reduces the amount of fuel being burned to generate electricity.
- o Plant stormwater trees in the study corridor. Trees absorb stormwater and reduce erosion during a rainfall event; they also absorb CO₂ and serve as an urban canopy to reduce urban heat zones.
- o Construction of the study corridor will follow WisDOT project site air quality specifications. This includes voluntarily establishing staging zones for trucks waiting to load and unload; locating staging zones where idling of diesel-powered equipment will have minimal impact on abutting properties and the general public; having trucks queue up in these zones when practicable; and encouraging drivers to shut down diesel trucks as soon as it appears likely they will be queued up for more than 10 minutes.
- o WisDOT will continue to coordinate with the city of Madison and Madison Metro Transit throughout design and construction to support transit service implementation and avoid and minimize transit service disruption during construction. The additional bicycle and pedestrian facilities that are part of the build alternatives would support alternative transportation choices.
- o Prior to construction, WisDOT will develop a plan to establish construction phases, estimated durations, appropriate sequencing and community outreach and communication commitments.
- o WisDOT would continue its public outreach inclusive of minority and low-income populations. Access to and from the Interstate during construction would be maintained to the extent possible, or alternative access would be provided. If alternative access is not available, the specific construction activity would be reviewed to determine whether it could occur during non-peak hours.

See also Construction Mitigation Measures and Commitments in Appendix C for additional mitigation measures to reduce construction-related air quality impacts. These collective measures would reduce or offset GHG emissions from study corridor construction and benefit all populations, including environmental justice populations, living along the study corridor.

Hazardous Materials

During design, WisDOT will develop remediation measures for contaminated sites that cannot be avoided. Disturbance near potentially contaminated sites will be minimized to the greatest extent

possible and practicable. Contract special provisions will address any contamination expected to be encountered during construction. As applicable, contract special provisions will include a Notice to Contractor describing the potential contamination with names and locations of sites.

During the project's real-estate acquisition phase and prior to demolition, WisDOT will survey all buildings and structures for potential hazards that require abatement. WisDOT will complete abatement on regulated asbestos and other hazards.

Contractors must comply with USEPA regulations; National Emission Standards for Asbestos; the Occupational, Safety, and Health Administration regulations on asbestos removal; local government regulations; and all other applicable regulations. The most recent editions of all applicable standards, codes, or regulations shall be used. Additionally, any person performing asbestos abatement must comply with all training certification requirements, rules, regulations, and laws of the State of Wisconsin regarding asbestos removal.

The regional WisDOT office will work with concerned parties to ensure that disposition of any contamination is resolved to the satisfaction of the Wisconsin Department of Natural Resources (WDNR), WisDOT, and FHWA before acquisition.

Historic Properties and Archaeological Sites

WisDOT and FHWA consulted with the State Historic Preservation Office (SHPO), pursuant to Section 106 evaluation criteria. The SHPO concurred with WisDOT and FHWA's determination that Selected Alternative would have no adverse impact to historic properties and/or archaeological sites. WisDOT also coordinated with Tribes that may be interested in participating in the Section 106 consultation process. As requested by the Forest County Potawatomi Tribe, in the event an inadvertent discovery occurs at any phase of the undertaking, as defined, and human remains or archeological materials are exposed as a result project activities, work will cease immediately, and the Tribe will be included with the SHPO in any consultation regarding treatment and disposition of the find.

Cemeteries and Burials

WisDOT will also arrange monitoring by a qualified archeologist at four burial sites.

Natural Resources

Surface Water

To minimize potential adverse impacts and support TMDL water quality targets, WisDOT will implement stormwater management best practices for the build alternatives. The WisDOT/WDNR Cooperative Agreement contains a Memorandum of Understanding (MOU) regarding stormwater discharge into waters of the state. The MOU requires WisDOT to implement a stormwater management program for its

projects that is consistent with Section 402(p) of the Clean Water Act, Chapter 283 Wis. Stat., and Chapter NR 216 Wis. Admin. Code.^{2,3} WisDOT will also conform to TS4 permit requirements.

Wis. Admin. Code Chapter NR 151 establishes runoff pollution performance standards for transportation facilities.⁴ The rule for redevelopment requires removal of 40% of total suspended solids compared to no runoff management controls. The rule for new development, including new interchanges at Hoepker Road and Milwaukee Street, requires removal of 80% of total suspended solids compared to no runoff management controls. WisDOT will incorporate compliance with these rules into final design to the maximum extent practicable.

WisDOT will evaluate and include measures for stormwater treatment into final design. To avoid and minimize impacts to Mirror Lake and other waterways during construction, WisDOT's construction contractor will implement measures in WisDOT's Standard Specifications for Highway and Structure Construction. The construction contractor will prepare a structure removal and clean-up plan as part of an Erosion Control Implementation Plan. The construction contractor will remove existing structures conforming to the WisDOT-approved structure removal and clean-up plan. Work will also conform to requirements under a USACE Section 404 Permit.

Stream Crossings

The Agreement on Aquatic Connectivity at Road-Stream Crossings (ACONN) is an attachment to the WisDOT/WDNR Cooperative Agreement that formalizes departmental commitments to address aquatic connectivity at road-stream crossings on WisDOT administered transportation activities. Additional measures to minimize stream crossing impacts are listed below.

- o During final design, WisDOT will evaluate the road-stream crossings, with consideration for the recommended ACONN accommodations provided by WDNR, to determine the appropriate structure type, geometry and placement. Such measures could include setting culvert bottoms one foot below the existing surveyed stream bed elevation.
- o In coordination with WDNR, WisDOT will evaluate opportunities to provide a forced low flow cell in a multi-cell culvert, which avoids blockage and resulting ponding associated with wide openings and maintains a channel during low flow conditions.
- o During final design, WisDOT will also coordinate with WDNR to include aquatic and wildlife passage at stream crossings, including the Yahara River, Rowan Creek and the Baraboo River.
- o WisDOT is currently evaluating the need for stream mitigation and will continue coordination with USACE and WDNR, during final design to determine any required mitigation measures.
- o During final design WisDOT will coordinate with WDNR to evaluate opportunities for improved access under the Interstate for canoeists and other users of the Yahara River and Token Creek.

² Wisconsin Department of Transportation and Wisconsin Department of Natural Resources. *Cooperative Agreement Between Wisconsin Department of Natural Resources and Wisconsin Department of Transportation*. June 1, 2020.

³ Wisconsin Department of Transportation and Wisconsin Department of Natural Resources. *Attachment A4 to the DOT/DNR Cooperative Agreement Memorandum of Understanding By And Between the Wisconsin Department of Natural Resources and the Wisconsin Department of Transportation Relating to the Authorization of Storm Water Discharges to Waters of the State Of Wisconsin*. Jan. 26, 1999.

⁴ Wisconsin State Legislature. *Chapter NR 151. Runoff Management*. https://docs.legis.wisconsin.gov/code/admin_code/nr/100/151. Accessed August 16, 2023.

Wetlands

Presidential Executive Order 11990, Protection of Wetlands, requires federal agencies to avoid, to the extent practicable, long- and short-term adverse impacts associated with the destruction or modification of wetlands. More specifically, the order directs federal agencies to avoid new construction in wetlands unless there is no practicable alternative. The order states that where wetlands cannot be avoided, the proposed action must include all practicable measures to minimize harm to wetlands.

Wetlands are present throughout the study corridor, including in ditches draining the freeway, it is not possible to avoid wetland impacts completely. WisDOT developed the alternatives to stay within existing right-of-way as much as possible.

During final design, WisDOT will continue to incorporate measures to avoid and minimize wetland impacts, such as keeping roadway side slopes as steep as practicable; using beam guard; disposing of excavated material on roadway side slopes or in upland areas; using equalizer pipes to maintain wetland hydrology; minimizing sedimentation and siltation into adjacent wetlands by using strict erosion-control measures; and using detention ponds to reduce pollutant loading and protect streams from sedimentation.

During final design, WisDOT will develop a wetland mitigation plan in consultation with state and federal agencies. Where there is no practicable alternative to filling wetlands, state and federal regulations require compensatory mitigation. Compensation for unavoidable wetland loss will be carried out in accordance with state and federal requirements in consultation with WDNR and USACE per signed interagency coordination agreements and the regulations for compensatory wetland mitigation issued jointly by USACE and USEPA in May 2008 (33 CFR Part 325, 33 CFR Part 332, and 40 CFR Part 230 [April 10, 2008]). There is adequate capacity in WisDOT's compensatory wetland mitigation bank system to mitigate permanent wetland losses resulting from construction of this project.

Floodplains

Executive Order 11988 on Floodplain Management and 23 CFR Part 650A direct federal agencies to take action to reduce the risk of flooding; minimize the impacts of floods on human safety, health and welfare; and to restore and preserve the natural and beneficial values served by floodplains. WisDOT will continue coordinating with WDNR through final design and prior to construction as described below.

Wisconsin River and Baraboo River Floodplain

WisDOT will provide the results of its floodplain analysis, hydraulic models, mapping and other exhibits to FEMA and request a formal Conditional Letter of Map Revision. After construction, WisDOT will submit plans of the Interstate and interchanges, as built, along with the final flood map and request a Letter of Map Revision from FEMA. During final design, WisDOT will continue coordination through meetings, emails and phone calls with property owners affected by potential flood elevation changes to finalize measures to mitigate property impacts, if needed.

Potential flood mitigation measures would include acquisition, relocating or elevating structures outside the 100-year flood elevation, floodproofing structures or purchasing a flood easement.

Corridor-wide

The build alternatives include measures to minimize impacts by widening the Interstate to the inside and steepening side slopes where feasible. All floodplain crossings would be constructed in accordance with the WisDOT/WDNR Cooperative Agreement.

Floodplain crossings would be consistent with local floodplain management goals and objectives, which include maintaining the natural and beneficial floodplain values and avoiding alternatives which adversely impact the health, safety and vitality of the community. WisDOT will design floodplain crossings to avoid and minimize impacts to existing flood profiles on adjacent landowners' properties. WisDOT is required to assist municipalities in updating their floodplain insurance rate maps (FIRMs) for the affected area and does so through FEMA, WDNR and the County. WisDOT will provide the results of the analysis, the hydraulic models developed, mapping and other exhibits developed for analysis.

Threatened and Endangered Species

WisDOT will continue to coordinate with the WDNR during final design to reassess the potential for any state-listed threatened or endangered plants or other species in the project area for the Selected Alternative. WisDOT will conduct additional field surveys as required for state-listed species and potential impacts will be documented. If a state-listed threatened or endangered species is present and cannot be avoided, WisDOT and WDNR will initiate incidental take consultation in accordance with Section 29.604, Wisconsin Statutes, "Endangered and threatened species protected." The statute requires a consideration of mitigation measures to reduce the impact and a public notice before the permit can be issued.

In compliance with Section 7(a)(2) of the Endangered Species Act of 1973 (ESA), as amended, WisDOT will implement the Terms and Conditions of the Biological Opinion/Conference Opinion issued on September 3, 2024, which include Reasonable and Prudent Measures and outlines Reporting/Monitoring Requirements to limit impacts to the federally-listed northern long-eared bat, tricolored bat, Higgin's eye mussel, sheepsnose mussel, salamander mussel, eastern prairie fringed orchid, prairie bush-clover, Karner blue butterfly, rusty patched bumble bee (RPBB), eastern massasauga rattlesnake and birds protected under the Migratory Bird Treaty Act (MBTA). See Appendix C for a comprehensive list of reasonable and prudent measures.

On November 26, 2024, the USFWS announced a proposal to designate critical habitat for the RPBB under the ESA. The Preferred Alternative overlaps with proposed critical habitat in Dane County. If designated, WisDOT will resolve ESA compliance prior to construction, as appropriate. Construction activities for this project will not take place until WisDOT, in coordination with our lead federal agency, satisfies ESA compliance for the RPBB critical habitat, see Appendix C.

Monitoring and Enforcement

In accordance with 40 CFR Part 1505.2 (c), WisDOT and FHWA have adopted all practicable means to mitigate environmental harm from the Selected Alternative. Consistent with 40 CFR 1505.3 (c), WisDOT will be responsible for enforcing mitigation through permits and authorizations listed in Section 5.3 of the Final EIS and mitigation measures summarized in Appendix C of the Final EIS. WisDOT will document monitoring and compliance.

WisDOT and FHWA will monitor project development to ensure compliance with mitigation commitments made in the Final EIS/ROD before authorization of federal-aid highway funds for subsequent phases. WisDOT and FHWA will monitor and enforce any enforceable mitigation requirements or commitments in accordance with 40 CFR Part 1505.3(d) as listed below.

Description of mitigation measures. Appendix C summarizes all mitigation measures described in the Final EIS.

Parties responsible for monitoring and implementing mitigation. WisDOT is responsible for ensuring that environmental commitments made during the EIS project phase are communicated and carried out in the subsequent design and construction phases. A design study report is prepared at the outset of the final design phase. It serves as the bridging document between the preliminary design/NEPA phase and preparation of final construction plans. Its purpose is to document decisions and rationale with respect to design criteria, geometric and safety aspects, exceptions to standards, real estate acquisition needs, utility adjustments, and environmental commitments and approvals.

The design study report for the I-39/90/94 Corridor Study will include an attachment with the environmental commitments presented in the Final EIS and this ROD. It serves as a reference document for monitoring and compliance throughout the final design and construction phases. It is communicated to multidisciplinary WisDOT staff involved in design, maintenance, utilities, real estate acquisition, construction, and environmental monitoring activities. As applicable, environmental commitments in the design study report may also be the basis for developing contract special provisions. The design study report is provided to FHWA under its Federal Oversight Agreement with WisDOT.

Following award of the construction contract, a preconstruction meeting will be held at which such topics as the contractor's plan of operations, environmental commitments, permits, erosion control measures, and other requirements are reviewed and discussed. Environmental permits will be compared to the contractor's plan of operations to ensure that those operations are covered.

WisDOT holds frequent meetings with multidisciplinary staff during final design to ensure that environmental commitments are carried forward and reflected in the final plans, specifications, and estimates before finalizing the construction contract documents. Meetings are also held with outside agencies such as the USACE and WDNR during Clean Water Act permit activities to ensure that additional environmental commitments that may be identified are included in the final plans.

How monitoring information is made publicly available. WisDOT's monitoring and compliance reference document described above will be posted on WisDOT's project site.

Anticipated timeframe for implementing and completing mitigation. Implementation and completing mitigation is expected to occur throughout project construction, which is anticipated to occur in phases. The duration of construction is currently estimated to last approximately 10 to 15 years and could start as soon as 2030.

Standards for determining compliance with mitigation and consequences of non-compliance. Permits and authorizations for the project (see Section 5.3) will identify compliance standards and consequences of non-compliance. WisDOT will monitor final design plans and specifications and construction activities to verify compliance with mitigation measures. Identified non-compliance will be addressed in final design plans and specifications and construction corrective measures.

Mitigation funding. Mitigation funding is part of overall design and construction costs.

During design and all subsequent major actions, WisDOT will coordinate with FHWA to determine whether there have been any new or revised laws and regulations, or substantive changes in the project scope, affected environment, Selected Alternative, impacts, mitigation measures, or environmental commitments as presented in the Final EIS/ROD that could warrant reevaluation and revisions to mitigation monitoring and enforcement.

Comments on the Draft Environmental Impact Statement

Section 6 and Appendix P of the Final EIS provides detailed information on the public involvement and agency coordination process following the publication of the Draft EIS. Public involvement was an essential part of the study process, and public input was considered in the decision-making process. The study team offered numerous opportunities for citizens, state and federal agencies, Tribes and local officials to be involved in the process. WisDOT and FHWA held three public involvement meetings to provide the public an opportunity to review and comment on the need for the study, the range of alternatives and anticipated impacts. In addition to meeting with the public, WisDOT created advisory committees to obtain more in-depth input on issues affecting the public and to assist the study team in sharing information with the community.

The Notice of Availability for the Draft EIS was published in the Federal Register on June 28, 2024 and the comment period closed on August 12, 2024. The Draft EIS was also distributed to agencies and local communities. WisDOT and FHWA held a virtual public hearing on July 29, 2024, an in-person public hearing at the Madison College, Madison, Wisconsin on July 30, 2024 and a second in-person public hearing at Wisconsin Dells High School, Wisconsin Dells, Wisconsin on August 1, 2024. A total of 114 people signed in at the virtual hearing and 91 people signed in at the in person hearings.

The virtual public hearing included a recorded presentation provided at the in-person public hearing. After the presentation, WisDOT staff provided an opportunity for the public to call in and provide public testimony. The public could also provide written comments to a court reporter online and provide comments via the study's website.

The in-person public hearings were a hybrid format in which representatives from WisDOT were available to discuss project alternatives, listen to comments, answer questions and explain procedures for providing testimony. A presentation detailed the project scope, alternatives, schedule, contacts, environmental impacts, public involvement, Draft EIS-to-Final EIS/ROD process and procedures for providing oral and written testimony.

Three formats for providing testimony were available during the in-person hearings: public oral presentations to a court reporter; private verbal comments to a court reporter; and private written comments. All forms of testimony were given equal consideration. Section 6 of the Final EIS summarizes comments from agencies and the public on the Draft EIS, and responses to the comments. All testimony was documented as part of the Public Hearing Record, which is part of the study's Administrative Record.

Limitations on Claims

FHWA will publish a notice in the Federal Register, pursuant to 23 U.S.C 139(I)(1), stating that one or more federal agencies have taken final action on permits, licenses, or approvals for this transportation project. After the notice is published, claims seeking judicial review of those federal agency actions will be barred unless such claims are filed within 150 days after the date of publication of the notice, unless a shorter time period is specified in the federal laws pursuant to which judicial review of the federal agency action is allowed. The date the notice appears in the Federal Register will begin the 150-day statute of limitations.

Certification of Consideration of Submitted Information from the Public and State, Tribal and Local Government

WisDOT and FHWA have considered all the alternatives, information, and analyses, and objections submitted by States, Tribal, and local governments and other public commenters received during project scoping efforts and during the public comment period of the Draft EIS. Public and government comments and agency responses to those comments are summarized in Sections 5 and 6 of the Final EIS, with specific responses to State, Tribal, and local governments comments provided in Appendix P. FHWA certifies that the agency considered all the alternatives, information, and analyses, and objections submitted by States, Tribal, and local governments and other public comments submitted for consideration by the lead and cooperating agencies in developing the environmental impact statement and in developing this Record of Decision.

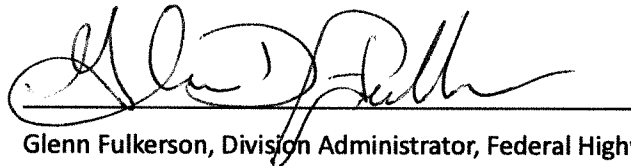
Conclusion

In combining the Final EIS and ROD to meet the provisions of 23 U.S.C 139(n)(2) on expediting project delivery, FHWA has considered the facts and circumstances relevant to the Final EIS process. FHWA has determined that (1) the Final EIS does not make substantial changes to the proposed action that are relevant to environmental or safety concerns and (2) there are no significant new circumstances or information relevant to environmental concerns that bears on the proposed action or the impacts of the proposed action.

Based on the analysis and evaluation documented in the Final EIS, and after careful consideration of all social, economic, and environmental factors, including comments received on the Draft EIS, it is FHWA's decision to adopt the Selected Alternative (Modernization Plus Added General-Purpose Lane and selected interchange alternatives) (see Table 1) described in the Final EIS/ROD as the proposed action for the project.

12/5/24

Date of Approval

A handwritten signature in black ink, appearing to read 'Glenn Fulkerson', written over a horizontal line.

Glenn Fulkerson, Division Administrator, Federal Highway Administration

SUMMARY

Project Background

The I-39/90/94 Corridor Study area extends 67-miles from US 12/18 in Madison to US 12/WIS 16 in Wisconsin Dells and includes I-39 from its split with I-90/94 to Levee Road near Portage. Evaluation of the influence of the US 151/High Crossing Boulevard Interchanges extends the study corridor along US 151 to American Parkway/Nelson Road. A potential new interchange on I-94 at Milwaukee Street similarly extends the study corridor east along I-94. The existing I-39/90/94 corridor has a history of traffic congestion, design and operational deficiencies, aging and outdated infrastructure and safety issues. The corridor is also susceptible to flooding, resulting in repeated full or partial mainline closures. The Draft EIS evaluates the social, environmental and economic impacts of a No Build alternative and multiple build alternatives, as well as the extent these alternatives could address the study's purpose and need.

Purpose and Need

The purpose of the I-39/90/94 Corridor Study is to address the Interstate's existing and future operational, safety and condition needs. The study also strives to minimize impacts to the natural, cultural and built environment to the extent feasible and practicable. The need for the transportation improvements in the study corridor is demonstrated through a combination of factors including traffic demand, safety needs, pavement and bridge condition, corridor resiliency and other considerations as discussed in the following sections.

Traffic Demand

Sections of I-39/90/94 are beginning to operate poorly today and many portions of the corridor will operate unacceptably by 2050 without improvements.

Heavy recreational, commuting and freight traffic uniquely affect traffic operations in the study corridor. Recreational traffic occurs typically on Fridays and Sundays in the summer, reflecting tourism's importance to Wisconsin's economy. Commuting traffic occurs typically during weekday AM and PM peak hours throughout the year. Heavy freight traffic occurs throughout the week.

I-39/90/94 traffic volumes are highest between US 12/18 and US 151 due to the mix of local commuter travel with regional recreation and freight trips. In this section, heavy congestion currently occurs in both directions during weekday morning and afternoon rush hours. High levels of congestion currently occur in both directions on summer Fridays and Sundays when recreational traffic is heavy. By 2050, the heaviest levels of traffic congestion are projected for summer Fridays and traffic flow will result in stop-and-go conditions during morning and evening commutes. Traffic congestion is primarily due to weaving and overcapacity ramps.

Recreational traffic represents the highest traffic volumes on I-39/90/94 between WIS 60 and US 12/WIS 16, and I-39 from the I-39 I-90/94 Split to Levee Road. Poor traffic operations impact travel time reliability. The least reliable travel times tend to occur on summer Sundays between US 12/WIS 16 and the I-39 I-90/94 Split. Travel times that normally take 20 minutes can double or triple on summer Sundays because of congestion or crashes. Unreliable travel makes trip planning difficult and leads to driver frustration.

Safety Needs

Crash rates along portions of the study corridor, particularly at interchanges, exceed the statewide average crash rate. Congestion and geometric/design deficiencies contribute to the crashes. Crashes often lead to secondary crashes where unsuspecting drivers approaching a congestion backup at a high speed are not able to stop in time. Drivers are 70% more likely to be injured in such a secondary crash compared to all other crashes.

Pavement Condition

Pavement maintenance projects are anticipated in 24 of the next 30 years somewhere in the study corridor, which presents ongoing travel delay and congestion for daily commercial and recreational traffic. Once the original pavement has deteriorated, repair work can be performed to extend the life of the pavement. Eventually, full pavement replacement is more cost effective than more repair. Emergency pavement projects also occur, which disrupts regular maintenance and construction schedules. WisDOT's pavement performance goal is to have 90% of its backbone highway pavements rated fair or better.⁵ By the year 2030, WisDOT projects that over 20% of pavement in the study corridor will be in poor or worse condition.

Bridge Condition

Although age is not a direct indicator of a bridge's needs, it is a gauge to assess the magnitude of potential future maintenance projects required. Within the I-39/90/94 study corridor there are 113 bridges, of which 84 will be over 50 years old in the year 2030. Further, many bridges do not meet current vertical and lateral design standards.

The I-90/94 bridges over Mirror Lake, constructed in 1961, are "fracture critical" meaning that failure of a steel girder could cause the bridge to collapse. Due to their substandard lane and shoulder width, the Mirror Lake bridges have a crash rate 2.5 times the statewide average. The narrow bridge and narrow shoulders reduce space for drivers and contribute to higher driver error and crash rates.

Corridor Resiliency

Flood events causing partial or full Interstate closures since 2008 impact corridor resilience. Both I-39 and I-90/94 are in a low area as they cross the Baraboo and Wisconsin Rivers. The Baraboo River near the I-39 I-90/94 Split Interchange flooded in 2008, closing both I-39 and I-90/94 for several days. The Baraboo River flooded again in 2018, which partially closed I-90/94. The Baraboo River flooding is problematic because it affects both I-90/94 and I-39, potentially closing both Interstates, which has substantial impacts to both state and national commerce as well as emergency services access.

Other Considerations

The I-39/90/94 Corridor Study addresses needs on existing interchanges in the study corridor. In response to a request from the city of Madison, WisDOT will also evaluate potential new interchange access at Hoepker Road on I-39/90/94, and at a proposed extension of Milwaukee Street on I-94, located east of the I-94/WIS 30 Interchange.

⁵ Wisconsin Department of Transportation. MAPSS Performance Improvement Report. July 2023.

Alternatives

WisDOT developed alternatives for the I-39/90/94 freeway, as well as existing interchanges and two new interchanges. WisDOT developed an alternatives screening process to evaluate alternatives based on how well they addressed the study purpose and need factors. Alternatives that did not meet the study purpose and need were dismissed from further evaluation. WisDOT then advanced alternatives meeting the study purpose and need for further evaluation and screening based on preliminary environmental impacts, agency and public input and relative projected construction costs.

Initial Alternatives Considered

Initial alternatives that did not meet study purpose and need included:

- o **No Build.** The No Build alternative assumes no improvements to the existing I-39/90/94 freeway or interchanges. This alternative would not reconstruct the Interstate or interchanges to modern design standards. The No Build alternative does not meet the study purpose and need but is retained as a baseline alternative against which the other alternatives screened for continued study in the EIS.
- o **Transportation Demand Management (TDM)/Transportation Systems Management and Operations (TSMO).** This alternative includes TDM measures that reduce personal vehicular travel or shift travel to alternative times and routes. TSMO strategies maximize existing transportation facilities' capacity and travel efficiency. WisDOT eliminated this alternative from further study because it poorly addresses traffic demand and safety needs, does not address aging pavement and structure needs, nor does it address flooding risks. While this alternative did not meet the study purpose and need, WisDOT may include several of the alternatives' measures in other build alternatives. Some anticipated measures to be included are freeway monitoring and advisory information, crash investigation sites and law enforcement pads, traffic detectors, enhanced mile-marker posts and bicycle and pedestrian facilities.
- o **Off Alignment (East Reliever).** This alternative was part of a prior study that would bypass I-39/90/94 on a new route east of the Interstate and would not reconstruct a portion of I-39/90/94. WisDOT eliminated this alternative from further study primarily because of substantial impacts and lack of public support.
- o **Spot Improvements.** This alternative retains the existing Interstate in its current configuration and would only include spot safety and operational improvements with minimal or no right of way acquired. WisDOT eliminated this alternative from further study. While this alternative addresses some safety, pavement and bridge needs, it does not address those factors for the entire corridor, and it does not address existing and future travel demands or flood risk.

Build Alternatives – Freeway Modernization

Modernization alternatives reconstruct the Interstate to modern design standards whenever possible. All modernization alternatives would implement recommendations from WisDOT's Baraboo River flood minimization study completed as part of this study. The analysis recommends raising portions of I-39 and I-90/94 by about 3 to 4 feet and widening the existing I-39 Baraboo River bridge to 500 feet to reduce flood risks on the Interstate. In addition to also addressing safety needs, all modernization alternatives would:

- o Replace deteriorating pavement, bridges and culverts
- o Move all ramps to the right, eliminating lefthand entrances and exits
- o Improve ramp lengths and bridge clearances

- o Expand shoulders
- o Improve roadway curves, lighting and signage
- o Consider opportunities to add bike and pedestrian facilities

WisDOT also considered implementing strategies to improve operations, including Auxiliary Lanes, Managed Lanes, and/or Collector-Distributor (C-D) Lanes in each of the modernization alternatives. All modernization alternatives are generally within the existing right of way but, depending on specific site conditions and alternative design, additional impacts outside the right of way could occur.

WisDOT evaluated three modernization alternatives described below. Plan views of the Modernization Plus Added General-Purpose Lane (preferred) and preferred interchange alternatives (Preferred Alternative) are included in the Final EIS, Appendix A. The Modernization Hybrid alternative, which was also recommended for further study in the Draft EIS, is similar to the Preferred Alternative, with overall pavement width being approximately 6 feet less on either side of the freeway.

Modernization of Existing Travel Lanes (dismissed from further consideration)

This alternative retains the existing number of freeway travel lanes but reconstructs the Interstate to modern design standards. This alternative does not meet purpose and need for addressing existing and future travel demands and safety compared to the two other modernization alternatives and was eliminated for further study.

Modernization Plus Added General-Purpose Lane (Preferred Alternative)

This alternative would reconstruct the Interstate with 12-foot shoulders, similar to the Modernization of Existing Travel Lanes alternative but add a general-purpose lane in each direction along the present freeway alignment throughout a majority of the study corridor. I-39 from the I-39 I-90/94 Split to Levee Road would maintain the same number of lanes as the existing condition. Where operationally prudent, the alternatives include C-D and auxiliary lanes. WisDOT recommends this alternative as the preferred alternative primarily because the predicted crash reduction compared to the Modernization Hybrid alternative (27% reduction). This alternative is anticipated to perform better operationally when incidents, large snow events or other events limit access to managed lanes under the Modernization Hybrid alternative.

Modernization Hybrid (dismissed from further consideration)

This alternative would reconstruct the Interstate with a combination of adding a general-purpose lane or adding a managed lane, depending on location; this alternative also utilizes C-D lanes and auxiliary lanes to further manage traffic. The managed lanes under this alternative would be unavailable at times. By the year 2050, WisDOT anticipates the managed lanes would be open for about 40% of daylight hours on weekdays and for all daylight hours on weekends.

From US 12/18 to WIS 19, the Interstate would feature the same number of general-purpose lanes as are currently present and include an 18-foot inside shoulder that would be utilized as a managed lane. A general-purpose lane would be added to the Interstate from WIS 19 to the I-39 I-90/94 Split and to I-90/94 from the I-39 I-90/94 Split to the US 12/WIS 16 interchange. I-39 from the I-39 I-90/94 Split Interchange to Levee Road would maintain the same number of lanes as the existing condition. The Modernization Plus General-Purpose Lane alternative shows a 27% crash reduction compared to the Modernization Hybrid. After presenting findings at the public hearing and receiving comments on the Draft EIS, WisDOT dismissed the alternative.

Build Alternatives – Interchanges

The study corridor includes 15 existing interchanges with a range of design deficiencies that contribute to poor traffic operations and crashes. At the request of the city of Madison, WisDOT also evaluated two potential new interchanges. WisDOT evaluated multiple conceptual alternatives at each of the interchanges. Like the freeway modernization alternatives, WisDOT evaluated interchange alternatives based on purpose and need factors as well as preliminary environmental impacts, agency and public input and projected construction cost.

Interchange alternatives recommended for further study, including the preferred alternatives, are summarized below.

US 12/18

Any improvements to I-39/90 in the interchange area are limited to freeway improvements necessary to transition to the eventual preferred freeway alternative north of the interchange.

I-94/WIS 30 Interchange

The Full Modernization #2 alternative is the preferred alternative. The alternative allows for a potential new interchange on Milwaukee Street on I-94. The I-94/WIS 30 Interchange and US 151/High Crossing Interchange alternatives would address weaving issues and remove left hand entrances and exits.

Milwaukee Street Interchange

WisDOT evaluated a new potential interchange at I-94 by extending existing Milwaukee Street in an area of planned neighborhood development east of the I-94/WIS 30 Interchange. The Partial Cloverleaf alternative is the preferred alternative. The Partial Cloverleaf maximizes the weave distance between Milwaukee Street and the I-94/WIS 30 Interchange. The Milwaukee Street interchange would be dependent on a funding agreement with the city of Madison. If a funding agreement does not occur, WisDOT would select the No Build alternative.

US 151/High Crossing Boulevard Interchanges

The Directional alternative is the preferred alternative. The alternative provides freeway-to-freeway movements between US 51 and I-39/90/94. A diamond interchange is embedded at East Washington Avenue to provide local access and slow traffic as it enters the commercial area of East Washington Avenue. This alternative maintains a half interchange at High Crossing Boulevard, but better separates the ramps to/from the south to address congestion and safety. The current US 151 Interchange at Nelson Road/American Parkway is moved slightly northeast to Eastpark Boulevard to provide appropriate weave distances between I-39/90/94 and the interchange.

Hoepker Road Interchange

WisDOT evaluated a new potential interchange where Hoepker Road crosses I-39/90/94. The interchange would be located in an area of existing and planned development on both sides of the Interstate. The Shifted Diamond alternative is the preferred alternative. This standard interchange design is the most familiar interchange type with motorists and the ramps are easiest for freight vehicles to navigate. The Hoepker Road interchange would be dependent on a funding agreement with the city of Madison. If a funding agreement does not occur, WisDOT would select the No Build alternative.

US 51 Interchange

The Partial Cloverleaf alternative is the preferred alternative. This alternative reconstructs the existing interchange in a similar footprint, increases the entrance and exit ramp lengths and adds an extended northbound ramp along the Interstate. The extended ramp improves traffic operations and safety by reducing merging and lane changes.

WIS 19 Interchange

The U-Ramp alternative is the preferred alternative. The alternative maintains WIS 19 under the Interstate and the U-ramp crosses under extended Interstate bridges over the railroad. The U-ramp configuration would accommodate heavy northbound to westbound movement from the Interstate during evening peak travel times. The alternative increases capacity along WIS 19 from four lanes to six lanes between Tierney Crossing and Pepsi Way.

County V Interchange

A private developer is coordinating with the village of DeForest, Dane County, WisDOT and FHWA to privately fund interchange reconstruction to accommodate local development. The private developer would complete a separate environmental document for the interchange reconstruction. Should the development occur, the No Build alternative is the preferred alternative. The Diamond alternative is dismissed from further consideration based on the assumption that County V will be reconstructed with private funds.

County CS Interchange

The Diamond alternative is the preferred alternative. The diamond ramp alignments improve driver comfort compared to existing loop ramps, providing improved sight distances and driver reaction time. This alternative is able to provide improved deceleration lanes for trucks with the expanded Interstate footprint. The longer southbound acceleration lane helps traffic operations during heavy travel times on Sunday afternoons.

I-39 I-90/94 Split Interchange

The Low Build alternative is the preferred alternative. This alternative reconstructs the existing interchange as a 3-level interchange in a similar footprint. The alternative also reconstructs the WIS 78 interchange as a diamond interchange and relocates Cascade Mountain Road access to the Interstate via the WIS 78 Interchange. The alternative also accounts for recommendations in WisDOT's flood minimization study in this area that would raise the Interstate roadways and widen the I-39 Baraboo River bridge to reduce flood risk on the Interstate.

WIS 33 Interchange at I-39

The Diamond alternative is the preferred alternative. The alternative would reconfigure ramp alignments to improve sight distances for improved driver reaction time. A diamond interchange is the most favored interchange type for WisDOT as they help prevent wrong-way drivers and meet driver expectations. The interchange is located in a floodplain where past floods have closed all or parts of I-39 and WIS 33. The alternative also accounts for recommendations in WisDOT's flood minimization study in this area that would raise the Interstate by about 4 feet to reduce flood risk.

WIS 33 Interchange at I-90/94

The Partial Cloverleaf alternative is the preferred alternative. This alternative would reconstruct the existing interchange in a similar footprint. Ramp curves would be realigned to improve driver comfort entering and exiting the Interstate. Acceleration and deceleration lanes would be lengthened. The alternative minimizes impacts to surrounding wetlands and floodplains compared to a standard diamond configuration. The alternative also accounts for recommendations in WisDOT's flood minimization study in this area that would raise the Interstate by about 3 feet to reduce flood risk.

WIS 12 Interchange

The Diverging Diamond alternative is the preferred alternative. The alternative best addresses safety at this interchange, which has some of the worst safety statistics in the study corridor due to complex ramp configuration. The alternative provides free flow left turns to entrance ramps and the ramp alignments improve sight distances for improved driver reaction time. The alternative reduces the number of conflict points at intersections compared to a standard diamond interchange configuration. Improved geometrics of ramps allow vehicles to exit or enter the Interstate at speeds closer to the posted speed.

WIS 23 Interchange

The Diamond alternative is the preferred alternative. This alternative reconfigures the interchange in a similar but slightly smaller footprint. Ramp alignments improve sight distances for improved driver reaction time. The Diamond alternative adequately manages existing and future traffic demand while addressing safety problems.

WIS 13 Interchange

The Trumpet alternative is the preferred alternative. This alternative reconstructs the interchange to current design standards. Ramp curves would be realigned to improve driver comfort entering and exiting the Interstate. Due to local interest, WisDOT also evaluated the Split Diamond alternative in the Draft EIS. The Split Diamond alternative allows for ramps to and from WIS 13 and County H, providing Interstate access to both roads while connecting them with one-way frontage roads on either side of I-90/94. The Trumpet alternative would perform better than the Split Diamond alternative for safety because it has fewer conflict points, which reduces the risk of crashes. The Trumpet alternative would also avoid permanent right of way impacts to the Hulburt Creek Fishery Area compared to the Split Diamond alternative.

US 12/WI 16 Interchange

The Diamond alternative is the preferred alternative. This alternative reconstructs the existing interchange in a similar footprint with improved ramp design to provide better sight distance, which improves driver reaction time.

Alternatives Summary

Based on continued evaluation and input from its public involvement activities, WisDOT and FHWA identified the Modernization Plus Added General-Purpose Lane (preferred) and preferred interchange alternatives as the Preferred Alternative. Table S-1 summarizes the preferred alternatives, as well as other alternatives carried forward for further study. Plan views of the Preferred Alternative are included in Appendix A.

Table S-1: Alternatives Evaluated

Mainline or Interchange	Alternative
I-39/90/94 Freeway	Modernization Plus Added General-Purpose Lane (Preferred) Modernization Hybrid
I-94/WIS 30 Interchange	Full Modernization #2 (Preferred)
Proposed New Milwaukee Street Interchange	Partial Cloverleaf (Preferred)
US 151/High Crossing Boulevard	Directional (Preferred)
Proposed New Hoepker Road Interchange	Shifted Diamond (Preferred)
US 51 Interchange	Partial Cloverleaf (Preferred)
WIS 19 Interchange	U-Ramp (Preferred)
County V Interchange	No Build (Preferred); interchange constructed as a separate project Diamond
County CS Interchange	Diamond (Preferred)
I-39 I-90/94 Split Interchange	Low Build (Preferred)
WIS 33 at I-39 Interchange	Diamond (Preferred)
WIS 33 at I-90/94 Interchange	Partial Cloverleaf (Preferred)
US 12 Interchange	Diverging Diamond (Preferred)
WIS 23 Interchange	Diamond (Preferred)
WIS 13 Interchange	Trumpet (Preferred) Split Diamond
US 12/WIS 16 Interchange	Diamond (Preferred)

Environmental Impacts and Mitigation

Table S-2 summarizes environmental impacts of the No Build and build alternatives recommended for further study. Detailed information on potential environmental effects, along with proposed mitigation measures for unavoidable adverse effects is provided in Section 3. Appendix C provides a summary of the mitigation measures.

The build alternatives would convert up to 226 acres of residential, commercial and other land uses to highway right of way. The build alternatives, which include flood minimization measures near the I-39 I-90/94 Split Interchange would relocate residences, businesses, support buildings and structures, as well as buildings in the Baraboo River Waterfowl Production Area and the Pine Island Wildlife Area. WisDOT may also purchase flood easements from property owners impacted by flood minimization measures. The flood easement would restrict development on the property to those land uses compatible with uses allowed in a floodplain.

Wetland and floodplain impacts occur along the length of the study corridor due to freeway widening and interchange reconstruction. Wetland and floodplain impacts result from flood minimization measures that require

filling to raise I-39 and I-90/94 out of the 100-year floodplain to reduce flood risks. WisDOT will apply for a Section 404 permit from USACE to address unavoidable impacts to jurisdictional streams and wetlands. The build alternatives affect both state and federally listed threatened and endangered species whose habitats are affected by permanent and temporary habitat loss. In compliance with Section 7(a)(2) of the Endangered Species Act of 1973, as amended, WisDOT will implement the Terms and Conditions of the Biological Opinion/Conference Opinion issued on September 3, 2024, which include the Reasonable and Prudent Measures and outline Reporting/Monitoring requirements to limit impacts to the federally-listed northern long-eared bat, tricolored bat, Higgin's eye mussel, sheepsnose mussel, salamander mussel, eastern prairie fringed orchid, prairie bush-clover, Karner blue butterfly, rusty patched bumble bee, eastern massasauga rattlesnake and birds protected under the Migratory Bird Treaty Act (MBTA). WisDOT will continue coordination with the Wisconsin Department of Natural Resources (WDNR) to develop avoidance, minimization and mitigation measures for affected state-listed species.

The build alternatives would impact 1,602 noise receptor units. Of 39 noise barriers evaluated for the Preferred Alternative, 12 noise barriers were determined feasible and reasonable. There are two existing noise barriers in Madison; one will remain in place and the second existing barrier would be replaced. A final decision on the construction of noise barriers will be made during the final design phase. Of the 12 barriers determined feasible and reasonable, a noise barrier would be built if a simple majority of the benefited receptors vote in favor of it; otherwise, the noise barrier would not be built.

The Preferred Alternative results in a *de minimis* Section 4(f) impact at three properties, including the Glacial Drumlin Trail, Baraboo River Waterfowl Production Area and Pine Island State Wildlife Area. The WIS 13 Split Diamond alternative, which is not the Preferred Alternative at the interchange, would result in an additional *de minimis* impact at the Hulburt Creek Fishery Area. WisDOT completed coordination with WDNR and USFWS and received concurrence on the *de minimis* use after the public hearing on the Draft EIS. Section 4 summarizes potential use of Section 4(f) properties along the study corridor as result of the build alternatives.

Table S-2: Impact Summary Table

Environmental Factor	No Build	Preferred Alternative Modernization Plus Added General- Purpose Lane + Preferred Interchange Alternatives ¹	Modernization Hybrid + Preferred Interchange alternatives	County V Diamond	WIS 13 Split Diamond	WIS 13 Trumpet (Preferred Alternative)
Cost estimate breakdown for Preferred Alternative (2024 dollars in millions)						
Design	--	\$410.9	--	--	--	--
Real estate	--	\$102.8	--	--	--	--
Utilities	--	\$125.3	--	--	--	--
Construction (total)	--	\$3,031.0	--	--	--	--
Construction	--	\$2,510.4	--	--	--	--
Other construction-related costs*	--	\$520.6	--	--	--	--
Total cost estimate (2024 dollars in millions)	\$1,391.0	\$3,670.0	\$3,647.0	\$0.8	\$35.2	\$25.7
Cost estimate breakdown for Preferred Alternative (Year of expenditure in millions)						
Design	--	\$541.0	--	--	--	--
Real estate	--	\$154.0	--	--	--	--
Utilities	--	\$203.0	--	--	--	--
Construction (total)	--	\$5,082.0	--	--	--	--
Construction	--	\$4,210.1	--	--	--	--
Other construction-related costs*	--	\$871.9	--	--	--	--

Environmental Factor	No Build	Preferred Alternative Modernization Plus Added General- Purpose Lane + Preferred Interchange Alternatives ¹	Modernization Hybrid + Preferred Interchange alternatives	County V Diamond	WIS 13 Split Diamond	WIS 13 Trumpet (Preferred Alternative)
Total cost estimate (Year of expenditure in millions)	–	\$5,980.0	\$5,942.8	\$0.9	\$42.6	\$31.1
New right of way (acres)	0	226.0	218.8	0	5.4	3.5
Residential relocations (housing units)	0	1 (currently vacant)	1 (currently vacant)	0	0	0
Perennial stream Impacts (linear feet)	0	697	637	0	245	140
Intermittent stream impacts (linear feet)	0	9,433	9,409	0	0	0
Flood minimization residential relocations	0	1	1	0	0	0
Flood minimization Residential flood easements outside regulatory floodplain	0	9	9	0	0	0
Commercial relocations	0	0	0	0	1 retail business	0
Flood minimization Commercial Relocations	0	2, including 1 vacant	2, including 1 vacant	0	0	0
Flood minimization Commercial flood easements outside the regulatory floodplain	0	6, including 3 vacant	6, including 3 vacant	0	0	0
Farmland (buildings acquired/acres acquired)	0	2 barns 165.4 acres	2 barns 162.4 acres	0	0.2	2.2
Flood minimization Farmland impacts (buildings acquired/acres impacted)	0	6 structures 189.8 acres	6 structures 189.8 acres	0	0	0
Institutional public building relocations	0	1	1	0	0	0

Environmental Factor	No Build	Preferred Alternative Modernization Plus Added General- Purpose Lane + Preferred Interchange Alternatives ¹	Modernization Hybrid + Preferred Interchange alternatives	County V Diamond	WIS 13 Split Diamond	WIS 13 Trumpet (Preferred Alternative)
Flood minimization Institutional public building relocations	0	4	4	0	0	0
100-Year Floodplain (acres)	0 Corridor resiliency not addressed	327	326.8	0	0.8	1.0
Wetland (acres)	0	171.7	170.4	1.3	0.5	0.1
Federally-listed threatened and endangered species (Yes/No)	No	Yes	Yes	Yes	Yes	Yes
State-listed threatened and endangered species (Yes/No)	No	Yes	Yes	Yes	Yes	Yes
Adverse effects to historic properties	0	0	0	0	0	0
Archaeological sites affected	0	0	0	0	0	0
Environmental justice disproportionate and adverse impact (Yes/No)	No	No. Alternative could facilitate access to employment centers, provide added bicycle and pedestrian connections	No. Alternative could facilitate access to employment centers, provide added bicycle and pedestrian connections	No. Alternative modifies existing ramps	No. Alternative could facilitate access to employment centers	No. Alternative could facilitate access to employment centers
Noise receptor units impacted (design year 2050)	Not applicable	1,602	1,602	0	9	9
Potential contaminated sites (sites recommended for additional field testing)	Not applicable	16	16	0	0	0

Environmental Factor	No Build	Preferred Alternative Modernization Plus Added General-Purpose Lane + Preferred Interchange Alternatives ¹	Modernization Hybrid + Preferred Interchange alternatives	County V Diamond	WIS 13 Split Diamond	WIS 13 Trumpet (Preferred Alternative)
Public recreation properties – parks and refuges (Section 4(f) properties) - <i>De minimis</i> use	0	3	3	0	1	0
Indirect effects	Does not address study purpose and need; may slow pace of planned development	Land use effect: facilitates planned redevelopment and development in study area	Land use effect: facilitates planned redevelopment and development in study area	No. Replaces existing access	Land use effect: local land use controls avoid and minimize potential impact of new Interstate access at County H	No. Replaces existing access
Cumulative effects	No	Limited effect: Mitigation measures minimize effects	Limited effect: Mitigation measures minimize effects	No. Replaces existing infrastructure	Limited effect: Mitigation measures minimize effects	Limited effect: Mitigation measures minimize effects

1. Includes the preferred interchange alternatives in Table S-1, including County V No Build and WIS 13 Trumpet alternatives.

*Other construction-related costs include construction engineering inspection, construction change order budgets, traffic mitigation projects, traffic mitigation and public involvement consultant contracts, construction field offices, program/project controls contracts and other corridor wide construction items.

Time Frame for Implementing Proposed Action

The legislative Transportation Projects Commission (TPC) will consider the I-39/90/94 Corridor Study for funding December 2024 along with several other statewide major transportation projects. If this study is enumerated by the TPC, it will proceed to the engineering design phase. Construction would depend on funding availability. The earliest construction would likely start in year 2030. Construction would continue in phases over an estimated duration of approximately 10 to 15 years.

Project Costs

In July 2024, WisDOT and FHWA conducted a cost and schedule risk assessment of the Preferred Alternative's cost. The Preferred Alternative's construction packages could cost up to \$2.51 billion, with an additional \$1.16 billion in real estate acquisition, design, utility, oversight and contingency costs (2024 dollars). In total, the Preferred Alternative is estimated to cost up to \$3.67 billion in 2024 dollars. Risks (both threats and opportunities) were added to the cost estimate, and inflation rates provided by WisDOT, as adjusted, were used to inflate costs from the date of the estimates (ranging from 2.93% to 3.51% per year). Based on anticipated inflation, the overall year of expenditure cost for the Preferred Alternative is expected to be \$5.98 billion; this number could increase with any delays to the preliminary potential schedule or major variations in inflation percentages.

Public Involvement

WisDOT and FHWA implemented an extensive public involvement program during the Draft EIS preparation (Section 5), and continued outreach after the Draft EIS notice of availability (Section 6). WisDOT held nearly 100 meetings with local governments, elected officials, community groups, businesses, state and federal agencies, and advisory committees since August 2022. Public involvement meetings were held in September 2022, April 2023 and January/February 2024.

During the public involvement meetings, there was generally support for the study build alternatives, with mixed support regarding potential new interchanges at Hoepker Road and Milwaukee Street. Support for the interchanges noted new access would facilitate existing and planned development, which anticipated new interchanges. The city of Madison's *Connect Greater Madison 2050* plan, the *Sprecher Neighborhood Development Plan* and the *Northeast Neighborhoods Development Plan* anticipated new interchanges to serve transportation needs and provide direct Interstate access. Individuals opposing new interchanges noted the added disruption to neighborhoods, farmland, increased traffic and impacts to quality of life. Noise impacts and additional bike and pedestrian access across the Interstate were also a concern.

Public hearings for the study were conducted on July 29 and July 30, 2024, and August 1, 2024. The July 29 public hearing was held online, and the July 30 and August 1 hearings were held in-person. The public, local officials and government agencies were encouraged to provide comments regarding the study. The Notice of Availability for the Draft EIS was published in the Federal Register on June 28, 2024, and the comment period closed August 12, 2024.

During the availability period, WisDOT received comments from federal and state agencies, local officials, interest groups and the public, see Section 6. Similar to input received during the public involvement meetings there was support for and opposition to different aspects of the project. Project supporters cited improved capacity and safety and reduced congestion as reasons to improve I-39/90/94. Supporters of new interchanges at Milwaukee Street and Hoepker Road cited improved access to existing and planned development and employment. Comments opposing capacity expansion cited the need for more emphasis on alternate transportation modes,

adverse impacts of increasing traffic, reduced air quality and loss of more natural resources. Comments opposing new interchanges at Milwaukee Street and Hoepker Road continued to cite disruptions and impacts noted above.

Other Approvals Needed

Beyond approval of this EIS by WisDOT and FHWA, there are additional laws, regulations, and guidance that WisDOT and FHWA must comply with for this project to move forward, as listed in Table S-3. The Preferred Alternative will be constructed in phases. Dates listed below are the earliest approvals are anticipated.

Table S-3: Other Approvals Needed

Authority	Action	Issuing Agency	Notes	Timing
Clean Water Act	Section 401 Water Quality Certification	Wisconsin Department of Natural Resources	A 401 certification requires WDNR to certify that the proposed discharge of dredged or fill materials into waters of the United States will not have a significant effect on the quality of the water.	Summer 2028, prior to construction
Clean Water Act	Section 404 Permit	U.S. Army Corps of Engineers	The U.S. Army Corps of Engineers must issue a Section 404 permit before any discharge of dredged or filled material into waters of the U.S.	Summer 2028, prior to construction.
Wisconsin State Statute 283.3	Transportation Construction General Permit	Wisconsin Department of Natural Resources	The permit is required for WisDOT directed and supervised projects with one or more acres of land disturbance. The permit authorizes WisDOT to discharge stormwater to waterways in accordance with conditions set forth in the permit.	Summer 2028, prior to construction.
23 CFR 650A	Determination	FHWA	FHWA must determine it has minimized risks associated with unavoidable floodplain impacts to the greatest extent practicable.	Final EIS/Record of Decision: December 2024.
44 CFR Part 60	Conditional Letter of Map Revision and Letter of Map Revision	Federal Emergency Management Agency	Before Construction, WisDOT will submit design drawings and request a Conditional Letter of Map Revision (CLOMR) from FEMA. After construction, WisDOT will submit as-built plans, along with the final flood map and request a Letter of Map Revision (LOMR) from FEMA.	CLOMR: Spring 2030, prior to construction. LOMR: Spring 2041, after construction complete.

Authority	Action	Issuing Agency	Notes	Timing
Wisconsin Administrative Code NR116. Wisconsin Floodplain Management Program and NR320. Bridge & Culverts in/or Over Navigable Waterways	Concur the proposed action meets the intent of NR 116	Wisconsin Department of Natural Resources	Coordination via WisDOT-DNR Cooperative Agreement. WisDOT provides the 100-year regional flood discharge and elevation on all new or replacement water crossing structures and for all other floodplain encroachment, including culverts, in accordance with NR 116 and NR 320.	Summer 2028, prior to construction.
Wisconsin Administrative Code NR 116 and NR 320	Amended zoning ordinance	Local zoning authority	WisDOT submits design criteria, predicted water surface elevations and calculations to WDNR and local zoning authority. Local zoning authority amends zoning ordinance.	Either prior (Spring 2030) to or post construction (Spring 2041).
Executive Order 12898 and 14096 on Environmental Justice	Determination	FHWA	FHWA must determine whether the project would have a disproportionately high or adverse effect on low-income or minority populations	Final EIS/Record of Decision: December 2024.
Section 106 of National Historic Preservation Act	Consultation	FHWA	FHWA must consult with the State Historic Preservation Office and other consulting parties to consider potential effects and mitigation measures related to historic properties. The Section 106 process seeks to accommodate historic preservation concerns with the needs of federal undertakings through consultation among parties (such as Wisconsin State Historic Preservation Office and Advisory Council on Historic Preservation) with an interest in the effects of the undertaking on historic properties.	Final EIS/Record of Decision: December 2024.
Section 4(f) of the U.S. Department of Transportation Act	Approval	FHWA	For parks and historic resources that will be affected, FHWA anticipates a <i>de minimis</i> impact, or must find that there is no feasible or practicable alternative to their use and that all measures to minimize harm will be implemented.	Final EIS/Record of Decision: December 2024.

Authority	Action	Issuing Agency	Notes	Timing
Section 7 of the Endangered Species Act	Biological Opinion	U.S. Fish and Wildlife Service	A Biological Opinion identifies all mitigation measures and terms and conditions applicable to the project to protect federally threatened and endangered species.	Final EIS/Record of Decision: December 2024
National Wildlife Refuge System Administration Act of 1966, as amended by National Wildlife Refuge System Improvement Act of 1997	Coordination	U.S. Fish and Wildlife Service	Refuge manager will review final design plans and determine if a Compatibility Determination may be required.	Summer 2028, prior to construction.
Wisconsin State Statute 29.604 and Administrative Code NR 27	Coordination	Wisconsin Department of Natural Resources	WisDOT will coordinate state threatened and endangered species impacts with the Wisconsin Department of Natural Resources.	Summer 2028, prior to construction.
Wisconsin State Statute 157.70, Burial Sites Preservation	Request to disturb a burial site approval	Wisconsin Historical Society	Any person who intends to cause or permit any activity on a cataloged burial site or on a cataloged land contiguous to a cataloged burial site which in any way might disturb the burial site or the land shall apply to the director of the Wisconsin Historical Society for a permit to disturb the burial site or the land. The application shall include the purpose of the disturbance.	Summer 2028, prior to construction.
Clean Air Act National Ambient Air Quality Standards	Coordination	U. S. Environmental Protection Agency	No permit or approval is needed, but WisDOT will assess impacts to air quality in coordination with FHWA and U.S. Environmental Protection Agency as required under the Clean Air Act.	Final EIS/Record of Decision: December 2024.

INFORMATION ABOUT THE FINAL EIS

The Final EIS incorporates the most up-to-date data, updated environmental regulations, alternatives, and public and agency input. Throughout the document, clarification of the build alternatives and Modernization Plus Added General-Purpose Lane and preferred interchange alternatives (Preferred Alternative) were made. Other changes between the Final EIS and Draft EIS are described in the following sections.

Section 1 – Purpose and Need

- o Figure 1-7 updated to correct existing and future Level of Service on I-39, north of the I-39 I-90/94 Split Interchange.

Section 2 – Alternatives

- o In Section 2.2 (Build Alternatives – Freeway Modernization), crash analysis data comparing the percentage in changes to crashes between the Modernization Plus Added General-Purpose Lane alternative and Modernization Hybrid alternative is updated. Appendix J is revised accordingly.
- o In Section 2.3.5 (Proposed New Hoepker Road Interchange), new language added that WisDOT would add a traffic signal at the intersection of Hoepker Road and Portage Road to manage traffic demand at the intersection and avoid traffic backups at the interchange ramp intersections.
- o Section 2.4 (Preferred Alternative), language is revised to summarize the Preferred Alternative.

Section 3 – Existing Conditions, Environmental Impacts and Measures to Mitigate Adverse Impacts

- o Throughout the section, text edits made to clarify the preferred alternative. Added introductory section summarizing Preferred Alternative
- o In Highway Traffic and Operations Characteristics Impacts (Section 3.2.2), updated crash analysis data comparing the percentage in changes to crashes between the Modernization Plus Added General-Purpose Lane alternative and Modernization Hybrid alternative. Appendix J is revised accordingly.
- o In Transportation Impacts (Section 3.2.2), a new section discussing results of safety analyses is added.
- o Table 3-14 is updated to describe added signal at the Hoepker Road/Portage Road intersection.
- o In Bicycle/Pedestrian Facilities (Section 3.2.2), new text is added describing additional coordination with the city of Madison regarding a location for the Rattman Neighborhood Development Plan (NDP) path and a future crossing under the Interstate. A commitment for follow up is included in Section 3.2.3. New text also added in Section 3.2.3 for a commitment to explore splitting the Milwaukee Street bridge replacement over I-94 from the larger I-94/WIS 30 Interchange construction project to allow for earlier construction, or evaluate the addition of raised sidewalk within the existing shoulder on the Milwaukee Street bridge to accommodate pedestrians until the bridge is replaced.
- o In Bicycle/Pedestrian Facilities (Section 3.2.2), new text is added describing detour routes for Ice Age Trail and review comments from the National Park Service.
- o In Residential Development Impacts (Section 3.3.2), additional text describing the type of residential relocations, as well as a reference to availability of the Conceptual Stage Relocation Plan are provided. Table 3-15 is updated to reflect changes in parcel acquisitions due to design refinement.

- o In Measures to Minimize and Mitigate Adverse Residential Development Impacts (Section 3.3.3), clarifying language regarding mitigation measures added. Appendix C is revised accordingly. Similar edits were added to Table 3-38: Summary of Potential Effects, Mitigation and Adverse Effects Analysis and Table 3-44: Environmental Justice Related Resources Considered for Potential Project Encroachment in Section 3.9.3 (Identification of Disproportionately High and Adverse Effects on Minority Populations and Low-Income Populations).
- o In Commercial and Industrial Property Impacts (Section 3.4.2), clarifying text edits are made throughout section.
- o In Measures to Minimize and Mitigate Adverse Commercial and Industrial Impacts (Section 3.4.4), clarifying language regarding mitigation measures added. Appendix C is revised accordingly.
- o In Measures to Minimize and Mitigate Adverse Institutional and Public Services Impacts (Section 3.5.3), text added acknowledging the USFWS developed a relocation scope of work that identified a potential relocation site. Added text regarding restoration of temporarily disturbed USFWS and WDNR properties.
- o In Agricultural Impact section (Section 3.6.2), reduced potential impacts to agricultural land due to reduced impact at the WIS 13 Interchange Trumpet and Split Diamond alternatives. The Trumpet alternative impacts are reduced from 15.2 acres to 2.2 acres. The Split Diamond impacts are reduced from 0.7 acres to 0.2 acres. Added language about an additional farm structure acquisition: strip acquisitions would include one barn on a former farmstead in the town of Burke.
- o In Measures to Minimize and Mitigate Adverse Agricultural Impacts (Section 3.6.3), clarifying language regarding mitigation measures are added, as well as a commitment to establish a WisDOT agricultural liaison during final design and construction. Appendix C is revised accordingly.
- o In Socioeconomic Impacts (Section 3.8.2), under Effects on Social Groups, text is modified to reflect updates in the traffic safety analysis discussed in Section 3.2.2.
- o In Measures to Minimize and Mitigate Adverse Impacts to Socioeconomic Characteristics (Section 3.8.3), added language that WisDOT will conduct public engagement during the design and construction phases, providing the public opportunities to give input on construction related impacts.
- o In Section 3.9 (Environmental Justice), edits and corrections are made throughout the section. Section 3.9.3 includes an updated analysis of acquisitions and relocations effects on environmental justice populations.
- o In Mirror Lake Visual Impact Analysis (Section 3.10.3), added photos of existing views and views with replaced bridge over Mirror Lake.
- o In Measures to Minimize and Mitigate Adverse Aesthetic Impacts section (Section 3.10.4), new language added regarding WisDOT's updated policy on community sensitive design (CSD) and installation of living snow fences along the corridor. Appendix C is revised accordingly.
- o In Measures to Minimize and Mitigate Adverse Surface Water Impacts (Section 3.11.3), new language added noting WisDOT adheres to Wis. Stat. s. 88.87 and Wis. Admin. Code Chapter Trans 401. New language added that WisDOT will also coordinate with WDNR to include aquatic and wildlife passage at stream crossings, including the Yahara River, Rowan Creek and the Baraboo River and that WisDOT will also evaluate opportunities for improved access under the Interstate for canoeist and other users of the Yahara River and Token Creek. New language is added to describe effort to manage surface water in accordance with Wis. Stat. s. 88.87. Appendix C is revised accordingly.
- o In Wetland Impacts (Section 3.12.2), a new table is added to break out wetland impacts by watershed.

- o In Measures to Minimize and Mitigate Adverse Wetland Impacts (Section 3.12.3), wetland compensation language modified to reflect compensation for unavoidable wetland loss will be carried out in accordance with state and federal requirements in consultation with WDNR and USACE per signed interagency coordination agreements and the regulations for compensatory wetland mitigation issued jointly by the Corps of Engineers and USEPA in May 2008 (33 CFR Part 325, 33 CFR Part 332, and 40 CFR Part 230 [April 10, 2008]). A new table is added that summarizes anticipated wetland mitigation credits needed and credits available at WisDOT wetland mitigation banks. Additional text discusses mitigation replacement ratios. Appendix C is revised accordingly.
- o Added new Section 3.12.4 – Wetlands Protection Finding.
- o In Flood Minimization Options and Flood Minimization Option Impacts (Section 3.13.2), new text added to clarify Option C4 is part of the Preferred Alternative. Clarifying edits are added regarding insurable structures based on WDNR comments on the Draft EIS.
- o Added new Section 3.13.6 – Floodplain Encroachment – Only Practicable Alternative Finding.
- o In Threatened and Endangered Species (Section 3.15), language updated to reflect outcomes of formal Section 7 consultation and USFWS’s issuance of a Biological Opinion (BO), Conference Opinion (CO) and Incidental Take Statement (ITS). Discussion of Critical Habitat and Other Habitat Areas are separated into two sections in Section 3.15.1. Added discussion of the USFWS proposed rule (published in the Federal Register on November 26, 2024) for the designation of critical habitat for the rusty patched bumble bee in Sections 3.15.1 and 3.15.2.
- o In Threatened and Endangered Species Impacts (Section 3.15.2), Discussion added to reflect outcomes of formal Section 7 consultation and USFWS’s issuance of a Biological Opinion (BO), Conference Opinion (CO) and Incidental Tak Statement (ITS).
- o In Measures to Minimize and Mitigate Adverse Threatened and Endangered Species Impacts (Section 3.15.3), language added for federal and state-listed species. In compliance with Section 7(a)(2) of the Endangered Species Act of 1973, as amended, WisDOT will implement the Terms and Conditions from the Biological Opinion/Conference Opinion issued on September 3, 2024, which includes Reasonable and Prudent measures and Reporting/Monitoring Requirements to limit impacts to the federally-listed northern long-eared bat, tricolored bat, Higgin’s eye mussel, sheepsnose mussel, salamander mussel, eastern prairie fringed orchid, prairie bush-clover, Karner blue butterfly, rusty patched bumble bee, eastern massasauga rattlesnake and birds protected under the Migratory Bird Treaty Act (MBTA). Added discussion of the USFWS proposed rule (published in the Federal Register on November 26, 2024) for the designation of critical habitat for the rusty patched bumble bee. Appendix C is revised accordingly.
- o In Measures to Minimize and Mitigate Adverse Natural Resource Impacts (Section 3.16.3), text is clarified regarding reseeding in areas of temporary construction impacts and references to mitigation to improve aquatic and wildlife passage.
- o In Noise Impacts, Section 3.17, based on input from the public hearing, design changes and property information, the section has updated noise receptor data and noise barrier analysis at Noise Barriers S2, S7, S10, N6 and N8. Additional details are provided on the timing of noise measurements taken to validate the noise model. Language is added in Section 3.17.1 to note the noise analysis addresses impacts from traffic operations and construction related noise impacts are discussed in Section 3.24.4. A sentence is added in Section 3.17.4 to refer to Section 3.24.4 for construction noise mitigation discussion.
- o In Air Quality Impacts (Section 3.18.4), information about the increase in diesel particulate matter is added.
- o In Measures to Mitigate Air Quality Impacts (Section 3.18.5), added language about strategies to help reduce the impact of Greenhouse Gas emissions.

- o In Hazardous Materials (Sections 3.19.2 and 3.19.3), updated impacts and mitigation based on Draft EIS review comments. Appendix C is revised accordingly.
- o In Impacts to Archaeological Resources, (Section 3.21.2), additional Section 106 consultation occurred for a signal added at the Hoepker Road/Portage Road intersection.
- o In Impacts to Private Recreational Properties (Section 3.23.2), new language added that WisDOT will continue design refinements to minimize permanent and temporary impacts.
- o In Construction Costs section (Section 3.24.1), updated project costs and construction duration.
- o In Construction Employment section (Section 3.24.3), text is added describing WisDOT use of local or other geographic and economic hiring preferences for construction to support minority and/or low-income populations.
- o In Construction Impacts and Mitigation section (Section 3.24.4), sections are updated to reflect clarifications and revisions to mitigation for air quality; traffic, construction staging, transit, bicycles and pedestrians; water quality/erosion; and material source and disposal sites.
- o In Analysis of Indirect Effects and Indirect Effects (Section 3.25.4 and Section 3.25.5), addressed missing text in Table 3-83. In Section 3.25.5, text is added describing that WisDOT will establish an agricultural liaison during final design and construction. Text is also added regarding hydraulic analysis consideration of upstream and downstream structures and that WisDOT will coordinate with WDNR during final design to finalize wetland mitigation measures.
- o In Cumulative Impacts (Section 3.26), a new entry describing future local route improvements during I-39/90/94 construction is added to table of Notable Past, present and Reasonably Foreseeable Future Actions (Table 3-84). Mitigation measures from Section 3.25.5 are carried into Section 3.26.3.
- o In Summary of Impacts (Section 3.29), Table 3-86 is updated to reflect updated cost estimates and detailed cost breakdown of the Preferred Alternative and includes linear feet of stream impacts.

Section 4 – Section 4(f) Evaluation

- o Updated with FHWA final *de minimis* finding and information on concurrence from officials with jurisdiction.

Section 5 – Public Involvement and Agency Coordination

- o In Section 5.1.6, text is added describing how the WisDOT study team followed up with social service agencies listed in Table 5-6-*Summary of Outreach Efforts to Environmental Justice Populations*. Updated Table 5-6 with clarifying text regarding comments received. Added text describing outreach efforts to inform environmental justice populations about the public hearing on the Draft EIS.
- o In Section 5.2.3 text is added to describe WisDOT efforts to invite tribes to the PIMs and the public hearing on the Draft EIS and to continue coordination with the Ho-Chunk Nation during final design regarding potential property acquisition in Sauk County.
- o In Section 5.2.4 text is revised to update the status of Section 106 Consultation and to report that SHPO concurred that the none of the build alternatives would have an adverse effect on historic properties.
- o In Section 5.3, Table 5-8: Permits and Other Authorizations, text corrections were made.

Section 6 - Public Involvement and Agency Coordination Following Draft EIS Availability and Public Hearing

- o Described additional public involvement and agency coordination that has occurred following the Notice of Availability for the Draft EIS, published in the Federal Register on June 28, 2024.

Appendix A – Typical Sections and Plan

- o Updated noise barriers based on updated analyses.
- o Updated intersection improvements at Milwaukee Street and County T in Dane County.
- o Added note regarding added signal at Hoepker Road and Portage Road.

Appendix C – Summary of Mitigation Measures

- o Updated measures.

Appendix E – Flood Minimization Study

- o Section 4 is revised based on WDNR comments to clarify insurable residential and business structures and clarify impacts in the floodplain (not floodway).

Appendix F – Air Quality

- o In Section 5.3, language regarding project level GHG mitigation not required at the project level was struck. The revised language reflects CEQ January 2023 interim guidance to identify and consider mitigation. Other revisions corrected unclear language.

Appendix G – Traffic Noise Analysis

- o Updated data noise receptor data and noise barrier analysis at Noise Barriers S2, S7, S10, N6 and N8.

Appendix H – Indirect and Cumulative Impacts Analysis

- o Section 2.6.2 includes added text describing that WisDOT will establish an agricultural liaison during final design and construction. Text is also added regarding hydraulic analysis consideration of upstream and downstream structures and that WisDOT will coordinate with WDNR during final design to finalize wetland mitigation measures.
- o In Section 3.2, Table 3-1 is updated to add a new entry for reasonably foreseeable future actions associated with local route improvements during I-39/90/94 construction.
- o In Section 3.3, mitigation measures are updated for agricultural land, surface water quality and wetlands. Text is added to the Summary-Baseline Condition for wetlands in Section 3.3.3 to describe assessed wetland functional values.

Appendix I – Section 106

- o Added SHPO concurrence received on August 29, 2024 for an added signal at Hoepker Road and Portage Road.

Appendix J – Alternatives Analysis Summary

- o Updated crash analysis data comparing the percentage in changes to crashes between the Modernization Plus Added General-Purpose Lane alternative and Modernization Hybrid alternative.

Appendix K – Traffic Analyses

- o The Traffic Forecasting Methodology is updated and organized with several attachments that were not included in the Draft EIS. A new Section 6 is added to the methodology to describe the Preferred Alternative (preferred alternatives) forecasting.
- o New memos are added to the appendix that summarize traffic operations and predictive safety analyses for the Preferred Alternative (preferred alternatives) for the south (US 12/18 to WIS 60) and north (WIS 60 to US 12/WIS 16) segments.

Appendix M – Environmental Justice

- o New section added summarizing demographic analysis of partial residential parcel acquisitions by Census block group throughout the study corridor.

Appendix P – Agency Coordination Following Draft EIS Availability

- o New appendix including agency comments on the Draft EIS and agency coordination after the Draft EIS availability.

ACRONYMS AND ABBREVIATIONS

AADT	Annual Average Daily Traffic
ACONN	Aquatic Connectivity at Road-Stream Crossings
AEA	Agricultural Enterprise Area
AIS	Agricultural Impact Statement
ANSI	American National Standards Institute
APE	Area of Potential Effects
ATC	American Transmission Company
ATV/UTV	All-Terrain Vehicle/Utility Task Vehicle
BAC	Business Advisory Committee
BCA	Benefit Cost Analysis
BMP	Best Management Practice
BO	Biological Opinion
BOD	biological oxygen demand
BRT	Bus Rapid Transit
CAA	Clean Air Act
CARPC	Capital Area Regional Planning Commission
CDC	Centers for Disease Control
CEO	Chief Executive Officer
CFR	Code of Federal Regulations
CO	Conference Opinion
CPR	Canadian Pacific Railway
CSRP	Conceptual Stage Relocation Plan
CWA	Clean Water Act
DATCP	Wisconsin Department of Agriculture, Trade and Consumer Protection
dB/dBA	Decibel/A-weighted Decibel
DCTDM	Dane County Travel Demand Model
DNAE	Determination of No Adverse Effect
DO	dissolved oxygen

DPCED	City of Madison Department of Planning, Community & Economic Development
EIS	Environmental Impact Statement
EJ	Environmental Justice
EMCC	East Madison Community Center
EMS	Emergency Medical Service
EO	Executive Order
EV	Electric Vehicle
FAA	Federal Aviation Administration
FDM	Facilities Development Manual
FEMA	Federal Emergency Management Agency
FHWA	Federal Highway Administration
FIRM	Flood Insurance Rate Map
FIS	Flood Insurance Study
FTA	Federal Transit Administration
FRA	Federal Railroad Administration
FS	Field Site
GHG	Greenhouse gas
GIS	Geographic Information System
HOV	High Occupancy Vehicle
HPV	High Potential Zone
I-##	Interstate Number
IPaC	Information for Planning and Consultation
IRIS	Integrated Risk Information System (USEPA)
ITS	Incidental Take Statement
L_{eq}	The equivalent steady-state noise level, as measured in decibels on the A-weighted scale (dBA), which in a stated period of time contains the same acoustic energy as the time-varying noise level during the same period.
$L_{eq(h)}$	The hourly value of L_{eq}
LOAC	Local Officials Advisory Committee
LOS	Level of Service
LUST	Leaking Underground Storage Tank

LWCF	Land and Water Conservation Fund
MBTA	Migratory Bird Treaty Act of 1918
MCD	Minor Civil Division
MLS	Multiple Listing Service
MMT	Million Metric Tons
MOU	Memorandum of Understanding
MOVES	Motor Vehicle Emissions Simulator
MPH	Mile(s) per hour
MPO	Metropolitan Planning Organization
MSAT	Mobile Source Air Toxics
NAAQS	National Ambient Air Quality Standards
NDP	Neighborhood Development Plan
NEPA	National Environmental Policy Act
NFIP	National Flood Insurance Program
NHI	Natural Heritage Inventory
NHPA	National Historic Preservation Act
NOI	Notice of Intent
NPS	National Park Service
NR	Natural Resources
NRCS	Natural Resources Conservation Service
NRHP	National Register of Historic Places
OHWM	Ordinary High Water Mark
PCI	Pavement Condition Index
PFOS	perfluoro octane sulfonate
PIM	Public involvement meeting
PIP	Public Involvement Plan
PM	Particulate Matter
ROD	Record of Decision
RPM	Reasonable and Prudent Measures
RPBB	Rusty patched bumble bee

SHPO	State Historic Preservation Office
TAC	Technical Advisory Committee
TCGP	Transportation Construction General Permit
TDM	Transportation Demand Management
TLE	Temporary Limited Easement
TMDL	Total Maximum Daily Loads
TMP	Traffic Management Plan
TNM	Traffic Noise Model
TPC	Transportation Projects Commission
TSMO	Transportation Systems Management and Operations
TSS	Total suspended solids
US ##	U.S. Highway Number
U.S.C.	United States Code
USDA	U.S. Department of Agriculture
US DOT	U.S. Department of Transportation
USACE	U.S. Army Corps of Engineers
USEPA	U.S. Environmental Protection Agency
USFWS	U.S. Fish and Wildlife Service
UW	University of Wisconsin
VS	Validation Site
WDHS	Wisconsin Department of Health Services
WDNR	Wisconsin Department of Natural Resources
WIS ##	Wisconsin State Highway Number
WisDOT	Wisconsin Department of Transportation
WRP	Wetland Reserve Program
WSE	Water Surface Elevation
WSOR	Wisconsin and Southern Railroad