

Minutes of the Meeting

**ADVISORY COMMITTEE ON TRANSPORTATION SYSTEM PLANNING AND
PROGRAMMING FOR THE MILWAUKEE URBANIZED AREA**

DATE: February 20, 2014

TIME: 9:30 a.m.

PLACE: Wisconsin State Fair Park
Tommy G. Thompson Youth Center
Meeting Room 5
640 South 84th Street
Milwaukee, WI 53214

Milwaukee Urbanized Area Members Present

Brian Dranzik, Chair Director, Milwaukee County Department of Transportation
Fred Abadi Director of Public Works, City of Waukesha
Robert Bauman District 4 Alderman, City of Milwaukee
Scott Brandmeier Director of Public Works/Village Engineer, Village of Fox Point
John Bennett..... City Engineer, City of Franklin
Jon Edgren Assistant Public Works Director, Ozaukee County
(Representing Robert R. Dreblow)
Michael Einweck Director, Department of Public Works, Village of Hartland
Gary Evans..... Manager, Highway Engineering Division, Waukesha County
Ghassan Korban Commissioner, Department of Public Works, City of Milwaukee
Thomas M. Grisa Director of Public Works, City of Brookfield
Michael Giugno Managing Director, Milwaukee County Transit System
Kimberly Montgomery Mayor’s Legislation Liaison, City of Milwaukee
(Representing Jennifer Gonda)
Michael Lewis..... City Engineer, City of West Allis
Shawn Lundie Chief of Staff, Waukesha County Executive Office,
(Representing Allison Bussler) Waukesha County
Michael J. Maierle Manager of Long-Range Planning, City of Milwaukee
James Martin Director of Operations,
(Representing Chris Abele) Milwaukee County Department of Transportation
Jeffrey S. Polenske City Engineer, City of Milwaukee
Jay Saunders..... Public Information Assistant, Milwaukee County Board of Supervisors
(Representing Michael Mayo, Sr.)
William T. Wehrley Engineering Services Manager, City of Wauwatosa
(Representing William C. Porter, Jr.)
Clark Wantoch Director of Highway Operations,
Milwaukee County Department of Transportation
Dennis Yaccarino Senior Budget and Policy Manager, Budget and Management Division,
Department of Administration, City of Milwaukee

Non-Voting Members Present

Phil Evenson Acting Executive Director,
 (Representing Kenneth R. Yunker) Southeastern Wisconsin Regional Planning Commission
 Dewayne J. Johnson..... Director, Southeast Region,
 Wisconsin Department of Transportation
 Peter T. McMullenAir Management Specialist, Bureau of Air Management,
 Wisconsin Department of Natural Resources
 John Nordbo..... Statewide Planning Chief,
 (Representing Sandra Beaupre) Division of Transportation Investment Management,
 Wisconsin Department of Transportation
 George PoirierDivision Administrator, Wisconsin Division,
 Federal Highway Administration

Guests and Staff Present

Anthony Barth.....Planning Supervisor, Southeast Region,
 Wisconsin Department of Transportation
 Brian BliesnerProject Development Chief, Southeast Region,
 Wisconsin Department of Transportation
 Peter C. Daniels Principal Engineer, City of West Allis
 Christopher T. Hiebert Chief Transportation Engineer,
 Southeastern Wisconsin Regional Planning Commission
 Ryan W. Hoel..... Principal Engineer,
 Southeastern Wisconsin Regional Planning Commission
 Jeff KatzCity Engineer, City of Greenfield
 Xylia N. Rueda.....Transportation Planner,
 Southeastern Wisconsin Regional Planning Commission
 Sheri Schmit..... Systems Planning Group Manager, Southeast Region,
 Wisconsin Department of Transportation
 Robert Schmit Local Program Manager, Southeast Region,
 Wisconsin Department of Transportation
 Richard Sokol..... Director, Department of Neighborhood Services, City of Greenfield
 Brett Wallace Deputy Director, Southeast Region,
 Wisconsin Department of Transportation

ROLL CALL

The meeting was called to order at 9:30 a.m. by Mr. Dranzik, Chairman of the Advisory Committee on Transportation System Planning and Programming for the Milwaukee Urbanized Area. He welcomed all present and indicated that a sign-in sheet was being circulated for the purposes of taking roll and recording the names of all persons in attendance at the meeting. He declared a quorum of the Committee present. He then asked those attending the meeting to introduce themselves. During the introductions, Mr. Poirier and Mr. Nordbo indicated that they were attending the meeting via conference call.

REVIEW AND CONSIDERATION OF A PROPOSED AMENDMENT TO THE 2013-2016 TRANSPORTATION IMPROVEMENT PROGRAM (TIP) FOR SOUTHEASTERN WISCONSIN

Mr. Evenson stated that the purpose of this meeting was to discuss a proposed amendment to the 2013-2016 TIP (provided as Attachment A to these minutes) requested by the Wisconsin Department of

Transportation (WisDOT) for their project involving the preliminary engineering for the reconstruction of IH 94 between the Zoo and Marquette Interchanges (TIP Project No. 18). He noted that this proposed amendment was originally one of 21 proposed amendments that were included in an October 14, 2013, memorandum provided to the TIP Committees for the Kenosha, Milwaukee, and Racine urbanized areas for their consideration of approval by postcard vote. He noted that the Commission utilizes postcard voting to consider approval of potential amendments to the TIP in those cases where discussion of the substance of the amendments is not anticipated. He added that Committee members could indicate on the postcard their approval or disapproval of the proposed amendments, or their disapproval of the proposed amendments, at least temporarily, along with their desire to hold a meeting to discuss the substance of the proposed changes. He stated that five representatives for the City of Milwaukee returned their postcards indicating their disapproval of the proposed amendment and their desire that the Milwaukee TIP Committee discuss the proposed amendments. He added that because the City had indicated to Commission staff that their concern was specifically related to the proposed amendment to TIP Project No. 18 and that their concerns could perhaps be resolved with a meeting between the City representatives on the Committee and WisDOT staff, the Commission's Executive Committee approved the remaining 20 proposed amendments and conditionally approved the proposed amendment for TIP Project No. 18 at their October 24, 2013, meeting, the latter subject to the Milwaukee TIP Committee meeting to formally discuss and consider the amendment. The 20 approved project amendments were subsequently transmitted to the Wisconsin Department of Transportation (WisDOT) for inclusion in the State transportation improvement program. He stated that a meeting of the City representatives and WisDOT staff to discuss the proposed amendment to TIP Project No. 18 occurred on December 10, 2014, at the conclusion of which, the City representatives made a request to Commission staff for a meeting of the full Milwaukee TIP Committee to discuss the proposed amendment.

Mr. Johnson stated that WisDOT staff involved with the preliminary engineering work for the reconstruction of IH 94 were in attendance to provide the Milwaukee TIP Committee with detailed information regarding the purpose of the proposed amendment to TIP Project No. 18 and to answer questions. He added that WisDOT staff would be seeking approval by the Milwaukee TIP Committee of the proposed amendment in order to allow work on the environmental impact statement of the project to continue. Mr. Bliesner then reviewed a document entitled, "I-94 East-West Corridor Study (70th Street – 25th Street) TIP Amendment #18 Information", which was provided to the Committee prior to the meeting (as provided as Attachment B to these minutes). Mr. Bliesner stated that WisDOT had requested the proposed amendment for three main reasons: 1) to fund additional preliminary engineering and environmental impact study work; 2) to fund the protective purchase of a parcel formerly used for a WisDOT Division of Motor Vehicle (DMV) test station; and 3) to extend the project limits from 25th Street to 16th Street to include the limits of the alternatives being considered to reconstruct the existing interchange at 27th Street. He further stated that following the completion of a draft environmental impact statement (DEIS) for the project, it would be presented to the public for review and comment at a public hearing. He stated that WisDOT staff would then consider the comments received by the public and affected local governments on the DEIS in determining their preferred alternative to reconstruct IH 94 between 70th Street and 16th Street.

Following the review of the materials provided by Mr. Bliesner, Mr. Grisa made a motion to approve the proposed amendment to the preliminary engineering project for the reconstruction of IH 94 between the Zoo and Marquette Interchanges (TIP Project No. 18) in the 2013-2016 TIP. The motion was seconded by Mr. Brandmeier, and Chairman Dranzik then asked whether there was any discussion on the motion:

1. Mr. Korban stated that the City was initially concerned that the description of the proposed amendment originally provided in the October 14, 2013, memorandum did not justify the proposed increase in cost of the project, and thanked WisDOT staff for their explanation of the purpose of the proposed amendment to TIP Project No. 18. He then expressed concern that the preliminary engineering and environmental impact study for the reconstruction of IH 94 through

the City of Milwaukee does not include evaluation of a sufficient range of alternatives to be included in the DEIS that would be presented to the public and affected local governments for review and comment, noting that there were additional alternatives that the City would like included in the DEIS. Mr. Polenske stated that, as discussed previously with WisDOT staff, the City of Milwaukee requests that the alternatives for reconstructing IH 94 between the Zoo and Marquette Interchanges to be evaluated and presented to the public as part of the DEIS include: 1) a six-lane spot improvement alternative; 2) a six-lane modernization alternative along the current alignment; and 3) an eight-lane modernization alternative along the current alignment.

2. Mr. Polenske indicated that the City was also requesting that a benefit/cost analysis be conducted for the alternatives that includes estimating the potential impacts the alternatives would have on air and water quality, property value, and businesses. He added that consideration should also be given during the preliminary engineering and environmental impact study process to the transit-dependent populations that reside adjacent to the project. He stated that he understood that assessing such impacts may be difficult to quantify, and suggested that the analyses conducted be peer reviewed. Mr. Johnson responded that the process used for getting public and local official input during preliminary engineering and environmental impact study for the reconstruction of IH 94 between the Zoo and Marquette interchanges is working well. He stated that WisDOT is considering all of the comments it receives from the public and affected local governments, including the comments made by the City of Milwaukee, for the development of the alternatives to be presented in the DEIS. He added that WisDOT staff has been working to address the comments and concerns raised by the City at the December 10, 2013, meeting—and again at this meeting—into the DEIS. Mr. Wallace stated that WisDOT, along with the Federal Highway Administration (FHWA), are committed to completing the preliminary engineering and environmental impact study in compliance with the National Environmental Policy Act (NEPA), including involving public and affected local governments in the process. He added that he understands that this is a controversial project, and that it may be difficult to satisfy all of the concerns related to the project. He noted that part of the increase in funding requested for the project is to analyze and address the concerns now being raised by the public and affected local governments.
3. Alderman Bauman stated that since the project to reconstruct IH 94 between the Zoo and Marquette Interchanges is predominantly located within the City of Milwaukee, the City is requesting alternatives throughout the NEPA process that include retaining the existing six lanes and constructing along the existing alignment. He stated that such alternatives would have less cost, making more funds available for maintaining and improving transit and maintaining local roads, and would have less impact on City businesses and residences—including minority and low-income populations—adjacent to the project. He stated that the current process should be slowed down, and be made more open and transparent. He added that the alternatives being considered by WisDOT would have an effect on the City's budget, as the removal of developed or developable properties reduces the future tax base of the City, noting that the City is considering options for a tax-paying business to be located on the site that WisDOT is intending to purchase to expand the highway.
4. Mr. Brandmeier stated that he thought that it was the Milwaukee TIP Committee's responsibility to consider whether or not to approve projects for the TIP, and not be involved with the decision-making process carried out to implement projects. He further stated that it was not appropriate for the Committee to consider conditions for approving amendments to the TIP. He noted that WisDOT has held a number of public and local official meetings as part of the preliminary engineering and environmental impact study for the reconstruction of IH 43 between Silver Spring Drive and STH 60 in Milwaukee and Ozaukee Counties, adding that from the Village of Fox Point's perspective, WisDOT has been listening to the concerns of the public and affected

local governments. Mr. Evenson agreed that the Milwaukee TIP Committee's responsibility is to consider whether to approve or not to approve the proposed amendment to TIP Project No. 18 on narrow grounds relating to the relationship of the project to the adopted regional plan, and not to interfere with detailed agency decision-making attendant to the NEPA process. He acknowledged, however, that the Milwaukee TIP Committee meetings can provide another forum for communities within the urbanized area to cooperatively discuss transportation-related issues and concerns, and to thereby make individual community positions on matters more widely known and understood.

5. Responding to inquiries made by Mr. Grisa, Mr. Johnson stated that should the Milwaukee TIP Committee not approve the proposed amendment to TIP Project No. 18, WisDOT staff would need to assess other options and potentially make adjustments to the preliminary engineering and environmental impact study process. He stated that not amending TIP Project No. 18 as proposed would limit the amount of Federal funds that could be used on the project, and that WisDOT would have to discuss with FHWA staff on how the project would proceed, noting that WisDOT may have limited State funds to continue the process.
6. Mr. Korban stated that the City of Milwaukee is not seeking conditions for approval of the proposed amendment, but the City believes that the project is progressing too fast, and that the City is requesting the consideration of additional alternatives and more detailed assessments of the impacts to the City for the alternatives being considered. Mr. Korban added that because the City does not believe that WisDOT is addressing their concerns, the City representatives wanted to raise the City's concerns about the project with this Committee.
7. Responding to an inquiry by Mr. Saunders, Mr. Bliesner confirmed that the funding for the real estate acquisition would be exclusively for the former DMV testing site property, and not for the acquisition of any other residential or commercial properties. Mr. Johnson stated that the Committee is not being asked to approve any specific detail regarding project implementation. Mr. Johnson stated that the additional funding requested for the project would be used to further develop and analyze alternatives for reconstructing this segment of IH 94. Alderman Bauman stated the additional funding for the preliminary engineering and environmental impact study for the project should enable WisDOT to address the City's request for additional alternatives and analysis.
8. Mr. Brandmeier stated that the concerns that the City has expressed at this meeting related directly to the preliminary engineering and environmental impact study work being conducted by WisDOT for the reconstruction of IH 94, and asked whether the City had any specific concerns related to the proposed amendment to TIP Project No. 18. Mr. Polenske responded that the City was initially concerned that the description of the proposed amendment provided in the October 14, 2013, memorandum did not justify the proposed increase in cost of the preliminary engineering work for the project. He stated that in addition to this concern, the City of Milwaukee has requested that a peer-reviewed benefit/cost analysis be conducted of the alternatives for reconstructing IH 94 between the Zoo and Marquette Interchanges, and that at least three additional alternatives be analyzed and presented to the public and local governments for comment—a six-lane spot improvement alternative, a six-lane modernization using the current alignment alternative, and an eight-lane modernization alternative using the current alignment alternative. He added that the request for additional analysis by the City may require additional funding. Mr. Wallace stated that it is difficult to see the value of analyzing the three alternatives being suggested by the City in more detail, as they have already been analyzed and dismissed because of not adequately addressing the purpose and need established for the project. He stated WisDOT is intending to perform more detailed analyses for a smaller number of alternatives that involve the reconstruction of additional lanes along IH 94 between 70th Street and 16th Street. Mr.

Polenske stated that the City does see the value in studying the three alternatives being suggested in more detail so that at the end of the NEPA process the public has a full range of alternatives presented in detail that will better inform the decision-making process.

9. Mr. Evenson stated that this has been a worthwhile discussion by the Milwaukee TIP Committee, and has enabled representatives from throughout the urbanized area to better understand the position of the City of Milwaukee. The Commission staff, he said, will try to incorporate all of the Committee members' positions on the proposed amendment in the meeting minutes. He indicated that further discussion on the development and analysis of alternatives for reconstructing IH 94 must of necessity be carried out within the context of the preliminary engineering and environmental impact study now being conducted by WisDOT.
10. Mr. Yaccarino stated that WisDOT should compensate the City for the loss of tax revenue from the property they are seeking to acquire through the proposed amendment. Mr. Brandmeier stated that, based on the two alternative alignments that were presented by WisDOT at the meeting, one would not impact the property and the other, while impacting the property, creates open land along portions of the existing freeway route that could be developable. Alderman Bauman stated that the land created would not be developable based on the difference in elevation with adjacent developed land. Chairman Dranzik asked the Committee members to strictly discuss the motion to approve the proposed amendment to TIP Project No. 18, and refrain from discussing detailed elements of the project.
11. Mr. Korban stated that despite the clarifications provided by WisDOT for the purpose of the proposed amendment to TIP Project No. 18, the City of Milwaukee representatives cannot support the proposed amendment due to the limited alternatives for reconstructing IH 94 that will be analyzed in detail.

There being no further discussion, Chairman Dranzik asked the Committee to vote on the motion to approve the proposed amendment to the 2013-2016 TIP. The motion was carried on a vote of 14 ayes and 7 nays, with Alderman Bauman, Mr. Korban, Mr. Maierle, Ms. Montgomery, Mr. Polenske, Mr. Saunders, and Mr. Yaccarino voting no.

PUBLIC COMMENT

Mr. Dranzik asked if there were any public comments. There were none.

ADJOURNMENT

There being no further business to come before the Milwaukee TIP Committee, the meeting was adjourned at 10:29 a.m. on a motion by Mr. Grisa, seconded by Mr. Brandmeier, and carried unanimously.

Respectfully submitted,

Ryan W. Hoel
Acting secretary

**ORIGINAL DESCRIPTION FOR A PROJECT IN THE
TRANSPORTATION IMPROVEMENT PROGRAM FOR THE MILWAUKEE TRANSPORTATION MANAGEMENT AREA --
MILWAUKEE COUNTY 2013-2016**

PROJECT SPONSOR	PROJECT			ESTIMATED COSTS (\$1,000)						AIR QUAL STAT	
	NO	DESCRIPTION / STATE ID	TYPE		2013	2014	2015	2016	REMAINING		
STATE OF WISCONSIN	18 (779)	PRELIMINARY ENGINEERING FOR RECONSTRUCTION OF IH 94 FROM 70TH ST TO 25TH ST IN THE CITY OF MILWAUKEE (2.91 MI)	HP	DETAIL COSTS	PE	5,000.0	--	--	--	--	EXEMPT
					ROW	--	--	--	--		
					CONST	--	--	--	--		
				OTHER	--	--	--	--			
				TOTAL	5,000.0	--	--	--	--		
				SOURCE OF FUNDS	LOCAL	--	--	--	--		
IH-M	STATE	4,250.0	--	--	--						
	FEDERAL	750.0	--	--	--						
	TOTAL	5,000.0	--	--	--						
8009698	1060-27-02										

The proposed amendment to project number 18 (as shown below) would extend the eastern limits of the project from 25th Street to 16th Street and increase project costs from \$5,000,000 to \$12,140,000. The adjustment to the original preliminary engineering cost estimate is not significantly related to the extension of the eastern project limits, but rather is a refinement in preliminary engineering costs related to the complexity of the project and additional preliminary engineering work to address issues and concerns and to improve the quality of the environmental impact statement and overall project cost estimates. In addition to the increase in preliminary engineering cost, the proposed amendment also includes \$890,000 of State funding for a protected purchase of the DMV test station, which is privately owned and currently up for sale. WisDOT defines a protected purchase as the acquisition of a property in advance of a record of decision that does not influence the selection of a preferred alternative. The protected purchase of the DMV test station allows WisDOT the opportunity to acquire this property when it is most cost effective to do so. This purchase will not be using any Federal funding. If the property is not necessary after a preferred alternative is selected, WisDOT would likely then sell the property.

**AMENDMENT TO EXISTING PROJECT IN THE
TRANSPORTATION IMPROVEMENT PROGRAM FOR THE MILWAUKEE TRANSPORTATION MANAGEMENT AREA --
MILWAUKEE COUNTY 2013-2016**

PROJECT SPONSOR	PROJECT			ESTIMATED COSTS (\$1,000)						AIR QUAL STAT	
	NO	DESCRIPTION / STATE ID	TYPE		2013	2014	2015	2016	REMAINING		
STATE OF WISCONSIN	18 (779)	PRELIMINARY ENGINEERING FOR RECONSTRUCTION OF IH 94 FROM 70TH ST TO 16TH ST IN THE CITY OF MILWAUKEE (2.91 MI)	HP	DETAIL COSTS	PE	--	11,250.0	--	--	--	EXEMPT
					ROW	--	890.0	--	--		
					CONST	--	--	--	--		
				OTHER	--	--	--	--			
				TOTAL	--	12,140.0	--	--	--		
				SOURCE OF FUNDS	LOCAL	--	--	--	--		
IH-M	STATE	--	10,319.0	--	--						
	FEDERAL	--	1,821.0	--	--						
	TOTAL	--	12,140.0	--	--						
8009698	1060-27-02										

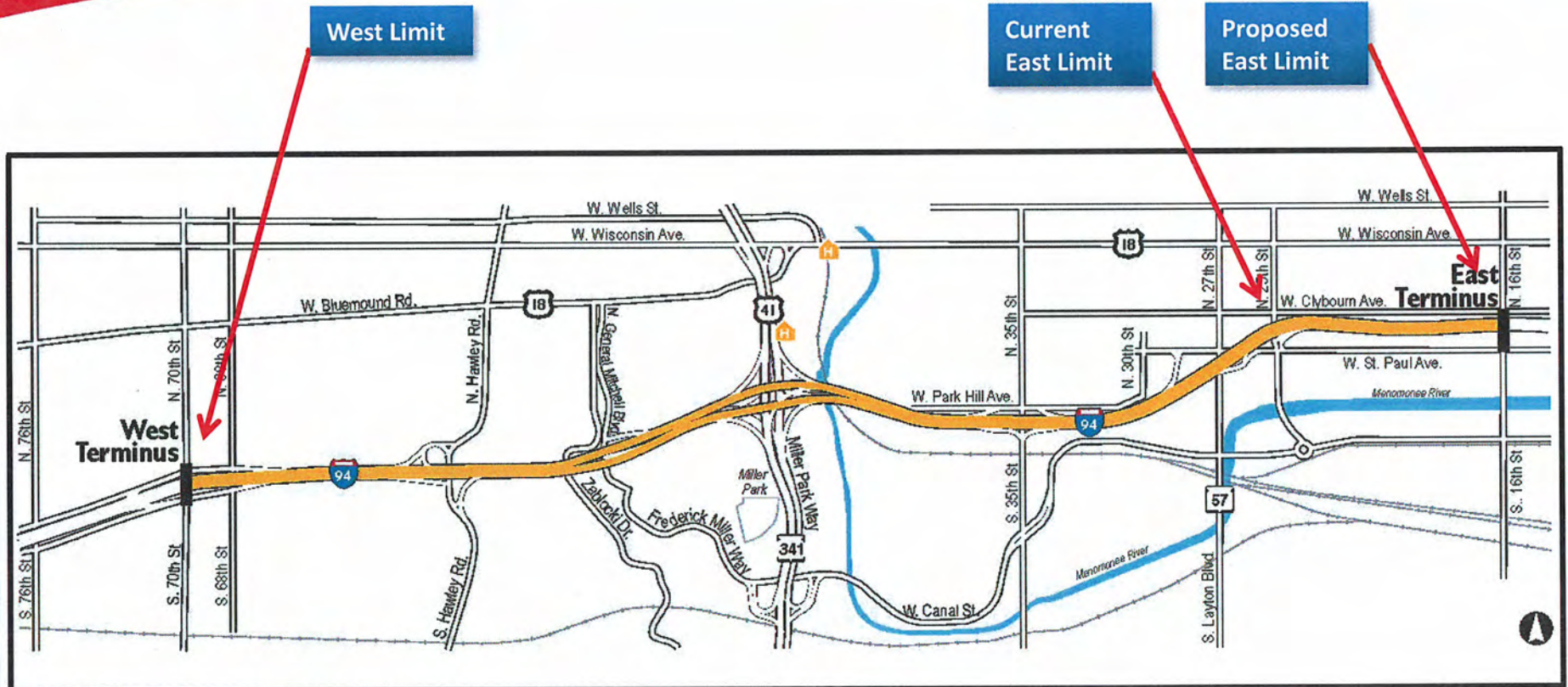
I-94 East-West Corridor Study (70th Street – 25th Street)

TIP Amendment #18 Information

February 20, 2014



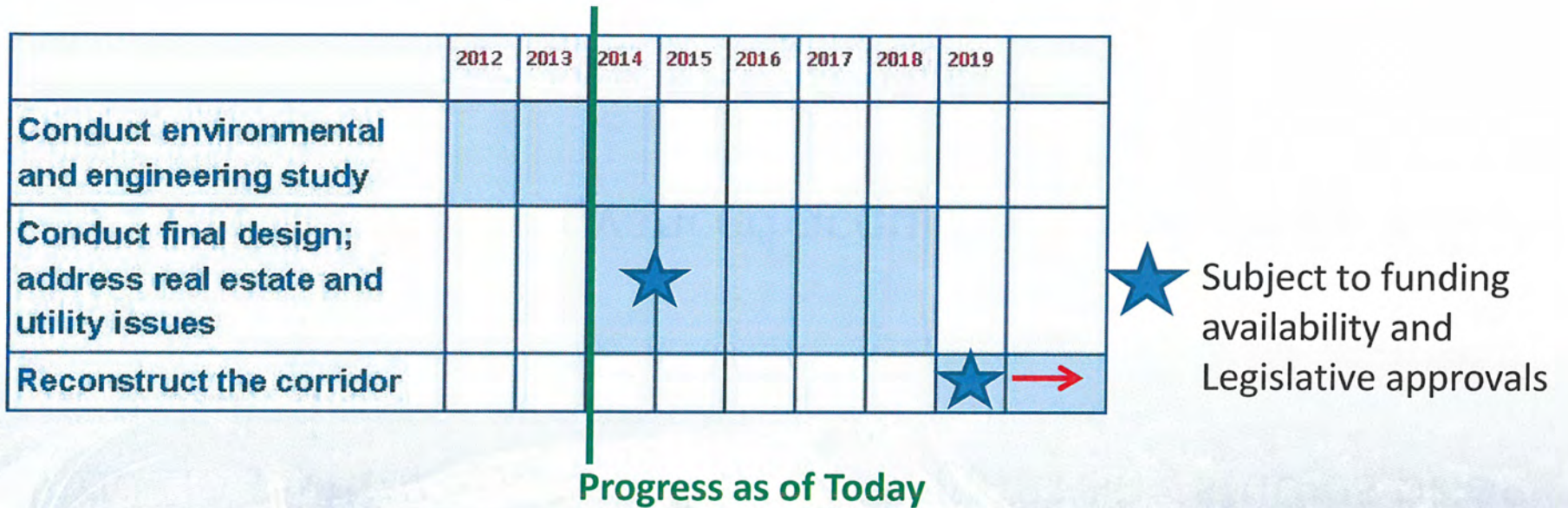
Project Corridor



TBG050712201843MKE Proj_Terminus_Map 07.12.13 sls/hjl



Project schedule



TIP approval allows the NEPA process to continue



TIP Amendment Elements

- Additional funding for required engineering studies prior to detailed engineering phase(s)
- Funding to permit advanced acquisition of available parcel(s)
- Revision of eastern project limit to 16th Street



Additional Funding for More Detailed Engineering and Environmental Work During Study Phase

Project Scope Has Changed As A Result of Stakeholder Coordination

▪ Traffic Analyses

- Due diligence on range of alternatives proposed (traffic operations to maintain all access points/interchanges)
- Properly design alternatives based on reduced design hour and congestion metrics (K200 and LOS D)

▪ Historic Resources Investigations and Impact Mitigation

- Soldiers Home (VA Cemetery) is a National Historic Landmark
- Story Hill Neighborhood and Calvary Cemetery are also historic resources/districts
- Substantial level of detail is required to quantify design, impacts, footprint, and potential mitigation opportunities



Funding to Permit Advanced Real Estate Acquisition

Capitalize on Opportunities to Secure Necessary Rights-of-Way When Available

- Currently vacant DMV parcel at 25th and St. Paul
 - Excellent financial opportunity to acquire the parcel in its currently undeveloped state
 - Seller is in a difficult situation at present, with buyers aware of the potential freeway reconstruction project
 - No relocation impacts to existing jobs or workers



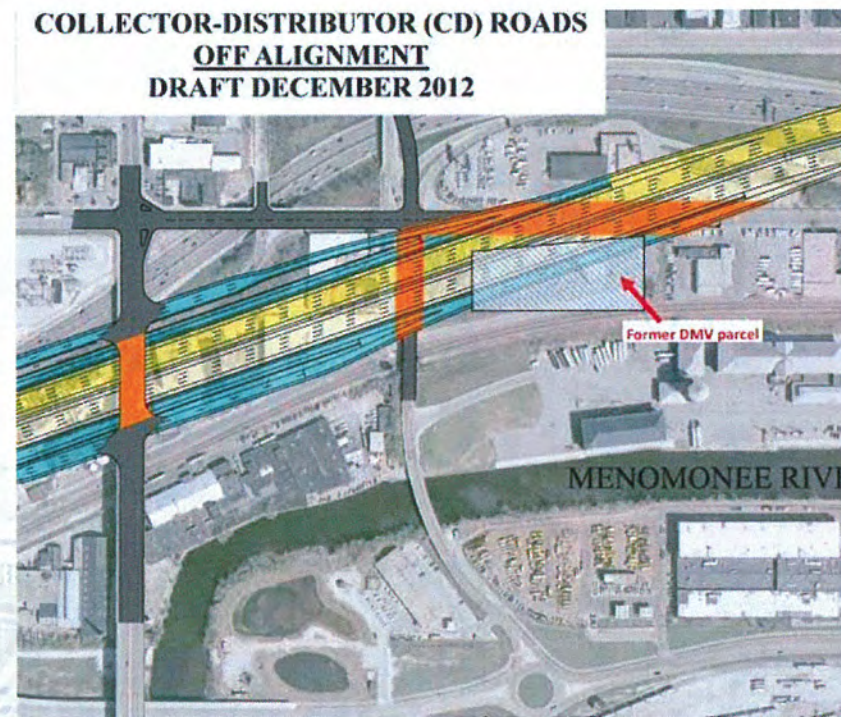
Capitalize on Opportunities to Secure Necessary Rights-of-Way When Available

- Currently vacant DMV parcel at 25th and St. Paul
 - Under both on- and off-alignment I-94 reconstruction options in this area, the parcel would be acquired
 - On-Alignment: if not encroached upon, would be used as a staging area during construction
 - Based on final configuration and upon completion of construction, could be re-sold and redeveloped as a commercial or industrial parcel



Capitalize on Opportunities to Secure Necessary Rights-of-Way When Available

- Currently vacant DMV parcel at 25th and St. Paul
 - Under both on- and off-alignment I-94 reconstruction options in this area, the parcel would be acquired
 - Off-Alignment: would lie beneath the new freeway



Revision to Eastern Project Limit



Original Enumeration and Federal Register Listing Indicated 25th Street as the Eastern Limit

- Historically, the Marquette Interchange's western project limit was 25th Street
- The Zoo Interchange's eastern limit is 70th Street
- The East/West project directly abuts and matches both projects
- Just prior to its reconstruction, the Marquette's western limit was changed, and the project terminus moved back to the east, due to budgetary constraints
 - Ultimately, most reconstruction improvements were tied back to existing I-94 between 16th and 20th Streets



Project Purpose and Need Highlighted Problems On The East Leg of This Corridor

- The existing interchange near 27th Street is a complicated, non-standard split diamond
- The freeway mainline also presents many geometric and safety challenges in the vicinity of 27th Street
- Better traffic operations, increased user safety, and improved driver expectations are accomplished by use of a more traditional interchange configuration
- Provide adequate ramp and merge distances



27th Street Interchange Proposals Have Been Shared Since PIM #2 in December 2012

- All alternatives under consideration have a match point between 17th and 16th Streets
 - Impacts quantified and presented at PIMs throughout 2013 are consistent with those shown from the onset of the study
 - No changes to designs, impacts, costs, or any other project factor relate to the procedural change of the eastern terminus from 25th Street to 16th Street



Summary

- TIP amendment #18 has 3 components
- Approval allows the environmental process to continue
- A Draft EIS would be published and a Public Hearing held
- A preferred alternative identified after the Hearing.
- Project implementation still subject to Legislative action



Thank You!

Contact Information:

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- **Check us out on the web:** www.dot.wisconsin.gov/projects/se.htm

