

Minutes of the Forty-Ninth Meeting of the
ENVIRONMENTAL JUSTICE TASK FORCE

DATE: December 16, 2020

TIME: 4:30 p.m.

PLACE: Virtual Meeting

Members Present

Aloysius Nelson Commissioner, Southeastern Wisconsin Regional Planning Commission;
Chair
Yolanda Adams Wisconsin Deputy State Director for the Elderly,
League of United Latin American Citizens (LULAC)
Huda Alkaff Founder and Director, Wisconsin Green Muslims
Ella Dunbar Program Services Manager, Social Development Commission, Milwaukee
Keith Martin..... Engineering Specialist - Advanced 2, Wisconsin Department of Transportation,
Southeast Region
N. Lynnette McNeely Legal Redress Chair, Waukesha County NAACP
Andrea Mendez Barrutia..... Director of Community Engagement, Hispanic Collaborative
Sandra Rubin..... Equal Opportunity Specialist (retired), Milwaukee HUD
Field Office of Fair Housing and Equal Opportunity
Theresa Schuerman Walworth County Bilingual Migrant Worker Outreach

Liaison to Advisory Committee on Regional Transportation Planning

Donna Brown-Martin Commissioner, Southeastern Wisconsin Regional Planning Commission;
Director, Milwaukee County Department of Transportation

Guests and Staff Present

Charles Allen Director, Center for Veterans Issues
Brian Bliesner Project Development Chief, Southeast Region,
Wisconsin Department of Transportation
Carrie Cooper..... Principal Transportation Planner, SEWRPC
Joe Ellwanger..... Member of the Public
Joyce Ellwanger Member of the Public
Dennis Grzezinski Law Office of Dennis Grzezinski
Thor Jeppson..... Urban and Regional Planner, Wisconsin Department of Transportation
Joshua LeVeque Project Manager, Wisconsin Department of Transportation
Andrew Levy Systems Planning Supervisor, Wisconsin Department of Transportation
Eric Lynde Chief Special Projects Planner, SEWRPC
Benjamin McKay Deputy Director, SEWRPC
Daniel McNiel..... SRF Consulting
Brian Mitchell Business Relationship Manager, Wisconsin Department of Transportation
Kevin Muhs..... Executive Director, SEWRPC
Jennifer Murray Planning Section Chief, Bureau of Planning and Economic Development,
Wisconsin Department of Transportation
Miranda Page Fellow, Lead for America

Diane Paoni..... State Rail Plan Project Manager, Wisconsin Department of Transportation
Nakeisha Payne.....Public Involvement and Outreach Manager, SEWRPC
Chris Rockwood.....Sierra Club
Karyn Rotker.....Senior Staff Attorney, ACLU of Wisconsin
Jennifer Sarnecki.....Principal Transportation Planner, SEWRPC
Justin Scott.....SRF Consulting
Dana Shinnars..... Transportation Planner, Wisconsin Department of Transportation
Charles Wade..... Director, Bureau of Planning and Economic Development,
Wisconsin Department of Transportation
Bruce Wiggins.....Member of the Public

CALL TO ORDER AND INTRODUCTIONS

Mr. Nelson called the meeting of the Environmental Justice Task Force (EJTF) to order at 4:30 p.m., welcomed those in attendance, and requested that EJTF members introduce themselves. He announced that Ms. Brown-Martin had been asked to serve as the EJTF's Liaison to the Commission's Advisory Committee on Regional Transportation Planning. He also thanked three outgoing EJTF members, Guadalupe "Wally" Rendon, Wallace White, and Patricia Goeman, and recognized their contributions to the EJTF. Mr. Lynde noted that staff would be seeking candidates to fill the vacancies left by outgoing members and would reach out to current EJTF members for suggested candidates by email after the meeting. Ms. Adams suggested reaching out to the Commission's nine community partners for suggested candidates and also suggested inviting the partners to EJTF meeting. Mr. Nelson also welcomed his colleague, Dr. Charles Allen, Sr., who serves with him on the Department of Veterans Affairs Advisory Committee on Minority Veterans and has been very active in addressing issues facing minority veterans.

APPROVAL OF THE OCTOBER 7, 2020, MEETING MINUTES

Mr. Nelson asked if there were any questions or comments on the October 7, 2020, meeting minutes. There were none. Mr. Nelson then asked for a motion to approve the meeting minutes. Ms. Adams moved, and Ms. McNeely seconded the approval of the October 7, 2020, meeting minutes. The motion was approved unanimously.

PUBLIC COMMENTS

Mr. Nelson asked if there were any public comments. The following comments were made in reference to the upcoming agenda item on the I-94 East-West project:

1. Ms. Rotker pointed to the framing of racial equity presented seven years ago by United States District Judge Lynn Adelman. Ms. Rotker stated that Judge Adelman, as part of her decision related to a Zoo Interchange lawsuit brought by the American Civil Liberties Union of Wisconsin, had indicated that continuing to fund highways while transit access declines can have an adverse social effect and that it could be discriminatory. Ms. Rotker noted the federal law requires mitigation of any adverse impact and that long-term, sustainable transit solutions should be explored when planning for highways. Mr. Nelson asked Ms. Rotker about potential transit solutions she had in mind. Ms. Rotker indicated that the Commission and Milwaukee County have identified numerous potential transit improvements, such as bus rapid transit expansion and finding a sustainable way of funding transit. She suggested making the case to the State Legislature that rebuilding this segment of I-94 would be discriminatory without also finding ways to improve and expand transit.

2. Mr. Grzezinski agreed with Ms. Rotker's comments about the I-94 project and added that the impacts of the current pandemic on how and where people are living and working and on their commuting habits may reduce the need to add lanes on this segment of I-94.
3. Ms. Ellwanger agreed with the comments from Ms. Rotker and Mr. Grzezinski, noting that she is on the MICAH Transportation Task Force and MICAH finds the proposed I-94 project both unjust and unacceptable.

REVIEW OF 2021 PRIMARY ORGANIZATIONAL CONTACTS

Mr. Nelson asked Ms. Payne to review the Commission's draft 2021 primary organizational contacts list (available [here](#)). During Ms. Payne's review, the following discussion occurred, including suggestions for additional primary organizational contacts:

1. Ms. McNeely suggested adding SocialX and The 411 Live.

[Secretary's Note: Commission staff will engage both organizations and, once a relationship has been developed, will determine whether they should be added as primary or secondary organizations.]

2. Ms. Mendez Barrutia suggested adding the Latino Chamber of Commerce of Southeastern Wisconsin and the Wisconsin Hispanic Scholarship Foundation (Mexican Fiesta).

[Secretary's Note: Commission staff added both organizations to the primary organizational contacts list. The Latino Chamber of Commerce of Southeastern Wisconsin is a newer member of the Ethnic and Diverse Business Coalition and is included as one of its member organizations.]

3. Ms. Adams suggested adding Forward Latino, the Kenosha Coalition for Dismantling Racism, and the Kenosha Chapter of the American Association of University Women. She indicated that the list seemed heavy on Milwaukee area organizations.

[Secretary's Note: Commission staff already has an established relationship with each of these three organizations and added them to the primary organizational contacts list. It is important to note that about 60 percent of the draft 2021 primary organizational contacts list have a focus within the Milwaukee area. Due to the nature of the primary organizational contacts list, it is virtually impossible to ensure the primary organizations are fully representative from a geographic standpoint. However, staff makes a concerted effort to target organizations across the Region that increase the Commission's ability to engage and obtain input from traditionally underrepresented population groups, such as people of color and low-income residents. From that perspective, it is important to consider that Milwaukee County accounts for about 84 percent of the total black population, 63 percent of the total Hispanic population, and 66 percent of the total people in poverty in the Region.]

4. Ms. Alkaff noted that Wisconsin Green Muslims should be denoted as having activities in multiple counties.

[Secretary's Note: Commission staff made this change to the primary organizational contacts list.]

PRESENTATION BY WISCONSIN DEPARTMENT OF TRANSPORTATION ON WISCONSIN RAIL PLAN 2050 EFFORT

Mr. Nelson indicated that Wisconsin Department of Transportation (WisDOT) staff were in attendance to provide a presentation on the recently initiated Wisconsin Rail Plan 2050 effort. Ms. Paoni introduced herself and the others on the planning team and gave an overview presentation of the proposed planning effort (available [here](#)). The following discussion occurred during Ms. Paoni's presentation:

1. Ms. McNeely asked whether the freight rail lines in the State are privately owned. Ms. Paoni responded that most of them are, but that there are some that were previously abandoned and then purchased by WisDOT to preserve them for potential future use. Ms. McNeely asked if the private railroad companies contribute financially to the Wisconsin Rail Plan 2050 effort. Ms. Paoni responded that they do not; the effort is funded by State taxpayer dollars. Ms. McNeely asked whether the plan would address subway systems and other rail transit options within cities. Ms. Paoni responded that the plan would be considering Amtrak passenger rail and commuter rail, which are on separate rights-of-way and are generally subject to Federal Railroad Administration (FRA) requirements. She noted the plan could consider the benefits of other types of transit, including the benefits of transit-oriented development. Ms. Paoni indicated she had reviewed VISION 2050 and asked whether there were corridors that should be targeted for commuter rail in Southeastern Wisconsin beyond the east-west corridor and the 30th Street Industrial Corridor. Mr. Muhs noted that the Union Pacific corridor connecting Kenosha, Racine, and Milwaukee is also recommended by VISION 2050 and the City of Racine in particular has been interested in commuter rail in that corridor. Ms. Paoni noted that WisDOT had been pursuing improvements to the Amtrak Hiawatha line between Chicago and Milwaukee, with a station in Sturtevant, and asked whether that service was useful from an equity perspective. Ms. Brown-Martin indicated that the Hiawatha service does not really address equity issues for the most part due to the cost and that other more affordable options would be more impactful. Mr. Nelson added that it is important to look at where low-income populations are located and whether they would be served by any potential passenger rail improvements. Ms. McNeely expressed support for pursuing passenger rail along publicly owned rail lines through the plan and finding innovative, disruptive ways to have the railways work better for people.
2. Ms. Brown-Martin asked how the State is looking to address rail-crossing safety improvements, noting that one issue in Southeastern Wisconsin is inattentiveness of pedestrians and bicyclists approaching rail crossings. Ms. Paoni indicated this would be an important component of the plan and is required by the FRA. Three related efforts WisDOT has been involved in include: a hot spot analysis of crashes across the State, a pilot project with UW-Milwaukee and the Commission to investigate specific issues in Southeastern Wisconsin, and a recent FRA requirement that states develop and implement highway-rail grade crossing action plans to improve public safety.
3. Ms. Brown-Martin asked whether the plan has an economic development component, specifically asking whether the plan would promote development in the 30th Street Industrial Corridor in Milwaukee. Ms. Paoni indicated WisDOT Southeast Region staff has been working on the 30th

Street Industrial Corridor. Mr. Levy indicated that he did not have any recent updates but that they recognize the importance of the Corridor and are looking for opportunities to work with groups in the area. Ms. McNeely asked about the condition of the rail lines and bridges in the Corridor and whether there were plans to improve them. Ms. Paoni indicated she was not familiar with the specific bridges in the Corridor, but that there have been complaints in parts of the State about private railroad companies being slow to make repairs and improvements. Mr. Muhs stated that the tracks in the Corridor are owned by Canadian Pacific Railway and operated over by Wisconsin and Southern Railroad. He noted that the bridges should be safe because there are safety inspections, but agreed that they are not aesthetically pleasing. He suggested that pressure from local elected officials may be the best way to improve the aesthetics, noting that Alderman Hamilton had some success in the Havenwoods area. Ms. Dunbar said she could connect Commission staff to Cheryl Blue, Executive Director of the 30th Street Industrial Corridor Corporation, related to this issue. Ms. McNeely asked if there is funding to address these types of issues. Ms. Paoni stated that WisDOT partners with the Office of the Commissioner of Railroads to fund rail crossing upgrades and local governments can apply for funding through that program.

4. Ms. Brown-Martin asked about the status of Positive Train Control (PTC) implementation in the State. Ms. Paoni indicated PTC implementation was substantially complete in the State, but is incomplete in the Chicago area.

Given time constraints, Mr. Muhs suggested staff could obtain additional feedback on the State Rail Plan 2050 effort from EJTF members following the meeting. Mr. Nelson suggested asking WisDOT staff to attend a future EJTF meeting to continue the discussion. Mr. Muhs stated that Commission staff would work with WisDOT staff to identify a future meeting for them to attend.

PRESENTATION BY WISCONSIN DEPARTMENT OF TRANSPORTATION ON I-94 EAST-WEST PROJECT

Mr. Nelson indicated that WisDOT staff were in attendance to provide a presentation on the recently re-initiated I-94 East-West project. Mr. Bliesner introduced himself and provided a brief introduction to the project. He noted that WisDOT had received a directive from Governor Evers in July to restart the project. The previous study for the project included completion of a Final Environmental Impact Statement in 2016 and attainment of a Record of Decision by the Federal Highway Administration, which was then rescinded in October 2017. Mr. Bliesner stated that WisDOT staff was looking to re-initiate outreach to stakeholders in the project corridor and gather their input. Mr. LeVeque then introduced himself and gave an overview presentation of the project (available [here](#)). The following discussion occurred during Mr. LeVeque's presentation:

1. Ms. McNeely asked about traffic impacts to Lisbon Avenue. Mr. Bliesner stated that WisDOT previously developed a mitigation plan related to construction for the project, which examined the impacts to nearby corridors and how to use construction mitigation funds. He indicated that Lisbon Avenue may be too far north to experience a large impact, but the analysis would be revisited as part of the project.
2. Mr. Bliesner noted that WisDOT has taken a different approach to transit considerations as part of the restarted project and had created a Transit Technical Advisory Committee for the project to examine how transit could be funded as part of the project. Mr. Muhs and Ms. Brown-Martin are members of the Committee. Mr. Bliesner added that, unfortunately, there are limited opportunities given that the project is under the highway funding portion of the State budget, but

there may be new opportunities beyond what was identified as part of the previous study. Ms. Alkaff asked if WisDOT staff could provide more information on the Committee. Mr. Bliesner responded that WisDOT staff would follow up with more information, noting that the meetings are open to the public.

[Secretary's Note: Following the meeting, WisDOT staff provided the following information on the Transit Technical Advisory Committee (TTAC), formed for the I-94 East-West Corridor Study. The TTAC was formed to gain input on transit opportunities associated with the I-94 East-West corridor project and discuss general mobility and access concerns related to transit. Through the TTAC, WisDOT staff is engaging key stakeholders, transit operators in the Region, other transit technical experts, and representatives of major transit/traffic generators. Goals for the TTAC include identifying solutions that can be implemented as part of the I-94 East-West project and identifying issues/solutions that are beyond the project's scope. The TTAC met two times during 2020 and will meet prior to major milestones such as a public involvement meeting or public hearing.]

3. Mr. Nelson asked if WisDOT staff could provide information on high-crash locations within the project corridor. Mr. Bliesner indicated staff could provide that information, noting that it is fairly uniform across the segment of I-94 being studied but there are hot spots on both sides of the Stadium Interchange.

[Secretary's Note: Following the meeting, WisDOT staff provided the results of the crash analysis from the final environmental impact statement for the project, completed in 2016 (see Attachment 1). The crash data from the analysis are from the five-year period 2005-2009, however, and WisDOT staff indicated they are updating the analysis as part of the current project.]

Mr. Muhs indicated that if any EJTF members have further questions, Commission staff would transmit them to the WisDOT project team and share the answers with the full EJTF.

PUBLIC INVOLVEMENT AND OUTREACH DIVISION OUTREACH UPDATE

Mr. Muhs directed attendees to the PIO Report for September through November 2020 (available [here](#)) and stated that EJTF members were welcome to provide any questions or comments during or following the meeting.

REVIEW OF ENVIRONMENTAL JUSTICE TASK FORCE ACTION ITEM LIST

Mr. Muhs directed attendees to the action item list (available [here](#)) and stated that EJTF members were welcome to provide any questions or comments during or following the meeting.

UPDATE ON 2021-2025 COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGY

Mr. Lynde indicated that staff had previously informed the EJTF of the first round of public input for the CEDS that was held in fall through an online survey and a virtual meeting. He stated that staff is working with M7 to prepare a draft CEDS based on consideration of first round input. He then stated that the draft

CEDS would be the subject of a second round of input to be held in early 2021 and would be discussed with EJTF members at the next EJTF meeting.

DISCUSSION OF THE PROPOSED COMMUNITY OUTREACH STRATEGIES FOR THE REGIONAL FOOD SYSTEM PLAN

Mr. McKay provided an overview of the community outreach strategies staff is proposing for the Commission's regional food system planning effort (available [here](#)). He noted that Commission staff would be following its Public Participation Plan and adding new ideas proposed by Ms. Page, the fellow from Lead for America who is leading the regional food system plan effort.

PUBLIC COMMENTS

Mr. Nelson asked if there were any public comments. The following comments were made:

1. Mr. Rockwood stated that he is a Wauwatosa resident, member of the Sierra Club, and volunteer on the Sierra Club Transportation Team. He agreed with the earlier comments from Ms. Rotker and Mr. Grzezinski regarding the I-94 East-West project, stating that adding lanes is incompatible with the need to mitigate the impacts of climate change and that it would be poor timing to commit to expanding this freeway segment during the current pandemic. He expressed concern about using any data from prior to the pandemic to determine the need for additional lanes and suggested waiting at least a year to recollect data to allow time to determine the impacts of the pandemic. He also expressed concern related to transit equity and impacts to communities of color and noted that the pandemic would be presenting additional budget strains that would present challenges associated with funding the project. He expressed support for rebuilding this segment of I-94 with the existing number of lanes while making safety improvements and addressing outdated design elements.

ANNOUNCEMENTS AND CORRESPONDENCE

Mr. Nelson asked for any announcements from the EJTF members, public, or Commission staff. Mr. Muhs announced that the Urban Economic Development Association of Wisconsin recognized the Commission as its 2020 Outstanding Community Partner and thanked the EJTF for pushing the Commission to be more part of the community it serves. Mr. Nelson thanked all EJTF members, Commission staff, and interested parties for their continued dedication to the EJTF and the community. Dr. Allen thanked the EJTF for the opportunity to attend the meeting and asked to be invited to future meetings. He stated that he would discuss the issues raised during the meeting with the Center for Veterans Issues and the National Association for Black Veterans to see if there are any ways they can support the EJTF's efforts.

NEXT MEETING DATES

Mr. Muhs indicated that Commission staff will contact EJTF members to identify a future meeting date, which is anticipated to occur in February.

ADJOURNMENT

Mr. Nelson requested a motion to adjourn. Ms. Rubin moved, and Ms. Dunbar seconded the motion to adjourn. The motion was approved unanimously, and the meeting was adjourned at 6:17 p.m.

Respectfully submitted,

Eric D. Lynde
Recording Secretary

KJM/BRM/EDL/NNP/JBS
EJTF Minutes - Mtg 49 - 12-16-2020 (00256149).DOCX (PDF: #256626)

- Menomonee Valley Industrial Park
- Veterans Affairs (VA) campus, including the Northwestern Branch, National Home for Disabled Volunteer Soldiers National Historic Landmark (NHL) and Clement J. Zablocki VA Medical Center
- MillerCoors Brewing Company
- Summit Place Office Complex
- Miller Park
- Marquette University
- State Fair Park (Petit National Ice Center, Milwaukee Mile, and Exposition Center)
- Milwaukee County Zoo
- Milwaukee County Research Park
- Milwaukee Regional Medical Center

There are over 21,000 businesses with nearly 310,000 jobs, as well as 540,000 people residing within a 5-mile radius of the Stadium Interchange (Paetsch 2013).

1.3.3 High Crash Rates

WisDOT measures highway safety by the frequency and severity of crashes and maintains a database of crashes that occur on the state highway system. WisDOT uses the information to develop statewide average crash rates for highways. WisDOT and FHWA used Wisconsin statewide averages for large urban freeways as the basis to evaluate the I-94 East-West Corridor. Crash rates are expressed as crashes per 100 million VMT and include all reported crashes that cause a fatality, injury, or property damage.

From 2005 to 2009,¹¹ the average statewide large urban freeway crash rate was 85 crashes per 100 million VMT. This rate does not include deer-related crashes. **Table 1-2** and **Exhibit 1-4** summarize the crash rates for I-94, US 41, and Miller Park Way in the study area compared to the statewide average for similar roadways. Most crash rates in the I-94 East-West Corridor are at least 2 to 3 times higher than the statewide average, and several sections are more than 4 times higher than the statewide average. The following are the only two sections of the study area with crash rates below the statewide average:

- Westbound I-94 between the 28th Street entrance and 35th Street exit
- Southbound US 41 between the Wells Street/Wisconsin Avenue exit ramp and Wells Street/Wisconsin Avenue entrance ramp

Crash rates for system and service interchange¹² ramps were not included in **Table 1-2**. Crash rates for ramps are typically calculated based on crashes per 1 million entering vehicles, rather than the crash rate for mainline freeways, which is calculated as crashes per 100 million VMT. Calculating ramp crash rates using the distance of the ramp skews the crash rate because most system and service ramps are short in comparison to the freeway mainline. In addition, system ramp characteristics (speeds, curves) differ greatly from a typical freeway mainline segment.

¹¹ The crash rates used for this project are based on crashes from 2005 through 2009. More recent data are not included due to changes in I-94 East-West Corridor traffic volumes from the Zoo Interchange emergency bridge repair work in 2010, the resurfacing of I-94 in 2011 and 2012, and the restriping of I-94 from the Marquette Interchange to the Stadium Interchange in 2013.

¹² Service interchange ramp crashes do not include those crashes that occur within the ramp terminal intersection area of influence.

TABLE 1-2
High Crash Rate Locations

Crash Rate	Applicable Area
2 to 3 times higher than the statewide average	Eastbound I-94 between 70 th Street exit ramp and 68 th Street entrance ramp
	Eastbound I-94 between Hawley Road exit and entrance ramps
	Westbound I-94 between 16 th Street and 28 th Street entrance ramp
	Westbound I-94 between 35 th Street exit and entrance ramps
	Westbound I-94 between Mitchell Boulevard exit and entrance ramps
	Westbound I-94 between Hawley Road exit and entrance ramps
	Westbound I-94 between 68 th Street exit ramp and 70 th Street entrance ramp
	Northbound Miller Park Way between Frederick Miller Way/Canal Street entrance ramp and Stadium Interchange
	Northbound US 41 between Stadium Interchange and Wisconsin Avenue/Wells Street exit ramp
	Southbound US 41 between Wisconsin Avenue/Wells Street entrance ramp and Stadium Interchange
3 to 4 times higher than the statewide average	Eastbound I-94 between Stadium Interchange and 35 th Street exit ramp
	Eastbound I-94 between 35 th Street exit and entrance ramps
	Eastbound I-94 between 25 th Street entrance ramp and 16 th Street
	Westbound I-94 between 35 th Street entrance ramp and Stadium Interchange
Over 4 times higher than the statewide average	Eastbound I-94 between Mitchell Boulevard exit ramp and Stadium Interchange
	Eastbound I-94 between 26 th Street exit ramp and 25 th Street entrance ramp
	Northbound Miller Park Way between Frederick Miller Way/Canal Street exit and entrance ramps

Note: Statewide crash rate for a “large urban freeway” is 85 crashes per 100 million VMT.

On the I-94 East-West Corridor (I-94 from 70th Street to 16th Street; US 41 north to Wells Street; Miller Park Way south to Frederick Miller Way/Canal Street; Stadium Interchange system ramps; and service interchange ramps), there were 2,637 crashes¹³ (not including deer or other animal crashes) from 2005 to 2009, or roughly 1.4 crashes per day. Approximately 29 percent of the crashes resulted in injuries, and 3 crashes were fatal.

On the study area freeway system and entrance/exit ramps, the following are the most common types of crashes:

- Rear-end crashes (60 percent)
- Single vehicle off-road crashes (22 percent)
- Sideswipe crashes (15 percent)

¹³ The total number of crashes has changed since the Draft EIS due to the number reported in the Draft EIS not including crashes on I-94 between 25th Street and 16th Street. An addendum to the *I-94 East-West Stadium Interchange Crash Analysis Technical Memorandum* is located on the CD at the back of the document.

WisDOT Crash Rate Calculation

WisDOT collects all available Wisconsin crash data and develops statewide average crash rates for all highway functional classifications.

The Wisconsin statewide averages for the large urban freeway classification is developed using all freeways that are located within urban areas with populations of 25,000 or more, which includes the I-94 East-West Corridor.

Comparing the I-94 East-West Corridor crash history to the average crash rate of similar type roads within the large urban freeway classification is a valid comparative tool, and is the WisDOT standard practice in evaluating all highway projects in the state (WisDOT Facilities Development Manual 3-15-25 Reports).

Some public concerns were shared during the Draft EIS availability period regarding the appropriateness of comparing crash rates in the I-94 East-West Corridor to other urban freeways in less populous areas of the state. In an effort to further understand and evaluate these concerns, WisDOT reviewed the raw statewide data for the large urban freeway classification between 2005 and 2009. Applying the same basic calculations that are used to develop the statewide average crash rates, WisDOT filtered the data for two scenarios: to include only those freeway segments within Milwaukee County; and to include all statewide large urban freeway segments excepting those within Milwaukee County.

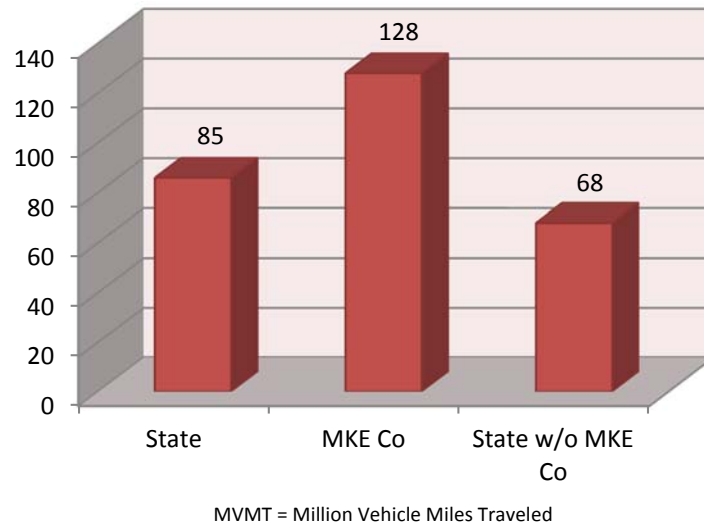
Results of this analysis are summarized in the adjacent chart. The total Milwaukee County large urban freeway approximate crash rate is much greater than the total statewide average crash rate. In addition, the approximate total statewide crash rate without including Milwaukee County data is significantly lower.

The I-94 East-West Corridor crash analysis, summarized in **Table 1-2**, indicated that there are 10 locations between 2 and 3 times the statewide average crash rate, 4 locations between 3 to 4 times the statewide average crash rate, and 3 locations greater than 4 times the statewide average crash rate. The crash analysis also indicated that, in total, there are 18 mainline I-94 East-West Corridor segments greater than the statewide crash rate.

If those same I-94 East-West Corridor crash rates were compared to the approximate Milwaukee County large urban freeway average crash rate, there are 6 locations between 2 to 3 times the Milwaukee County average crash rate, 1 location between 3 to 4 times the Milwaukee County average crash rate, and 1 location greater than 4 times the Milwaukee County crash rate. The crash analysis also indicates that, in total, there are 16 mainline I-94 East-West Corridor segments greater than the Milwaukee County average crash rate.

With either comparison, several segments of the I-94 East-West Corridor greatly exceed average crash rates for similar freeways.

Large Urban Freeway Crash Rates per 100 MVMT (2005-2009)



Rear-end and sideswipe crashes are often indicators of congestion, as well as inadequate acceleration/deceleration lanes, weaving, and substandard ramp spacing. High occurrences of rear-end crashes on a freeway are typically the result of peak hour congestion where drivers are stuck in “stop-and-go” traffic and move much slower than the average freeway speed. As a result of congestion, the probability of rear-end crashes is increased, as drivers may be forced to slow and break suddenly based on what vehicles ahead of them are doing (that is, lane changing, letting other drivers merge, etc.).

The presence of both left- and right-hand entrance and exit-ramps is also a contributing factor to these types of crashes. In general, off-road crashes by single vehicles usually indicate tight curves with inadequate banking and narrow shoulders. Additional information regarding crashes in the I-94 East-West Corridor can be found in the *I-94 East-West Corridor Crash Analysis Technical Memorandum* (September 2012) and *I-94 East-West Corridor Crash Analysis Technical Memorandum ADDENDUM* (November 2015), located on the CD at the back of this document.

Crashes within the I-94 East-West Corridor contribute to traffic congestion on I-94, which leads to increased travel times within the study area. The extent of the congestion depends on the severity of the crash and the number of lanes affected.

1.3.4 Existing Freeway Conditions and Deficiencies

1.3.4.1 Pavement Condition

Since WisDOT constructed I-94 in the early 1960s, the original concrete pavement has worn and cracked. Water enters pavement cracks and rusts the steel bars that hold the slabs of concrete together (**Exhibit 1-5**). Water also runs through the cracks to the gravel base under the pavement and can wash out the finer gravel material. The erosion leaves a void beneath the pavement and decreases pavement stability. Water trapped within existing cracks expands when it freezes, widening the cracks. Freeze-thaw cycles and heavy trucks also add to pavement stress.

WisDOT first resurfaced I-94 in 1975 and 1976. Resurfacing restored the roadway’s smooth riding surface but did not address the cracks in the concrete or the voids in the underlying gravel base. WisDOT resurfaced I-94 again in 1997 and 1998. The westbound lanes received a third overlay in 2011, and the eastbound lanes received a third overlay in 2012. In general, each highway resurfacing has a shorter life span than the previous resurfacing because the original pavement, still in place after 50 years, provides a less effective base as the concrete continues to crack and deteriorate (**Exhibit 1-6**). In fact, during the 2011-2012 resurfacing, WisDOT replaced over 5,000 square yards of the original pavement (out of roughly 190,000 square yards of pavement on I-94 in the study area), and the 1997–1998 resurfacing included replacing over 1,300 square yards of the original pavement because of its deterioration. Based on WisDOT’s experience with other highways, resurfacing the study area freeway system again would not be cost effective.

SEWRPC projected the remaining pavement life of southeastern Wisconsin freeways as a part of the 2003 *A Regional Freeway System Reconstruction Plan for Southeastern Wisconsin* (SEWRPC 2003). The analysis estimated that the I-94 pavement in the study area would reach the end of its life expectancy¹⁴ between 2006 and 2010. The analysis took place prior to the 2011–2012 resurfacing.

1.3.4.2 Bridge Condition

There are 34 bridges located in the I-94 East-West Corridor, 17 of which carry I-94 traffic. The other bridges are located on cross streets spanning over I-94, on the Stadium Interchange ramps, and along US 41 and Miller Park Way. The structural condition of the study area freeway system’s bridges is a factor in the need for the project. The condition of the bridges has deteriorated over the years due to age, heavier than expected traffic, road salt, freeze-thaw cycles, and water entering cracks in the bridges. At some specific locations, bridge clearances (the vertical distance from pavement to the lowest portion of the bridge above

¹⁴ Life expectancy in the SEWRPC analysis was based on pavement condition, total traffic, truck traffic, construction history, and the number and timing of resurfacings.