DRAFT

Section 106 Consultation Meeting

I-94 East-West Corridor Study
(70th Street to 16th Street)
Milwaukee County
Project I.D. 1060-27-00

Meeting Date: April 22, 2014

Location: WisDOT Office, 1001 St. Paul Avenue, Milwaukee

Purpose: This was the ninth meeting in the ongoing National Historic Preservation Act Section 106 consultation process. The e-mail meeting invitation provided an opportunity to attend in person or by teleconference/webinar. The purpose was to present and discuss updated information on the alternatives, summary of effects on historic properties, and preliminary mitigation ideas.

The following materials were circulated to consulting parties by WisDOT on April 8, 2014. These materials were also handed out at the April 22, 2014 consultation meeting and posted on the webinar site.

- Agenda for April 22, 2014 consultation meeting.
- Draft minutes from the February 13, 2014 consultation meeting and memos addressing two action items from that meeting:
    - Crash Data Summary
    - Noise Analysis within the Wood National Cemetery.
- Updated Section 106 Milestone Schedule.
- Update on Alternatives in Cemetery Area.

FHWA's Assessment of Adverse Effects memo was provided at the April 22 meeting.

Participants:

Lead Agencies: Federal Highway Administration (FHWA) and Wisconsin Department of Transportation (WisDOT)		
Bethaney Bacher-Gresock FHWA Wisconsin Division, Madison	Mike Treazise WisDOT Southeast Region	James Becker WisDOT Cultural Resources, Madison
Hazem Isawi FHWA Office of Chief General Counsel	Keegan Dole WisDOT Southeast Region	Cameron Smith WisDOT Office of General Counsel, Madison
Dobra Payant WisDOT Southeast Region	Sean McKinney WisDOT Southeast Region	
Brian Bliesner WisDOT Southeast Region	Andrew Rohde WisDOT Southeast Region	
Project Consultant Team		
Brad Heimlich CH2M HILL	Sara Orton (teleconference) CH2M HILL	David Keene Archaeological Research Inc.
Charlie Webb CH2M HILL	Tom Pettit CH2M HILL	John Vogel Heritage Research Ltd.
Ben Goldsworthy CH2M HILL	Mary Ellen O'Brien Transportation Environmental Management	
Meeting Facilitator		
Gary Whited College of Engineering, UW – Madison		
Section 106 Consulting Parties		
Jim Draeger SHPO, Wisconsin Historical Society	Genell Scheurell National Trust for Historic Preservation Chicago Field Office	Thomas Champa Archdiocese of Milwaukee Catholic Cemeteries (Calvary Cemetery and Mausoleum)
Sherman Banker Wisconsin Historical Society	Kathleen Schamel (teleconference) Historic Preservation Officer Department of Veterans Affairs	Dawn McCarthy Milwaukee Preservation Alliance
Kimberly Cook Wisconsin Historical Society (teleconference)	Glenn Madderom (teleconference) National Cemetery Administration Department of Veterans Affairs	Carlan Hatala Senior Planner Milwaukee Historic Preservation Commission

Participants (continued)

Michele Curran National Park Service	Glenn Elliott (teleconference) National Cemetery Administration Department of Veterans Affairs	Melissa Cook (teleconference) THPO, Forest County Potawatomi Community
Carol Legard FHWA Liaison Advisory Council on Historic Preservation	Ed Hooker (teleconference) National Cemetery Administration Department of Veterans Affairs	
Elizabeth (Betsy) Merritt Deputy General Counsel National Trust for Historic Preservation	Matthew Cryer Program Manager Clement J. Zablocki VA Medical Center	

Agenda and Discussion

1. Introductions/opening remarks

Gary Whited (meeting facilitator) opened the meeting with brief remarks about the purpose, agenda, and other aspects of how the meeting would proceed. Participants were asked to introduce themselves and their agency affiliations. Gary noted that the main focus of the meeting was to present and discuss updated information on the alternatives, effects on historic properties, and to continue discussion on preliminary mitigation measures.

2. Review past action items and Section 106 milestone schedule updates

(a) Finalize minutes from January 10, 2014 consultation meeting

As noted in the action items for the February 13, 2014 consultation meeting, consulting parties were asked to provide any comments on the draft January 10, 2014 meeting minutes to Dobra Payant (WisDOT Southeast Region) on or before March 3, 2014. No comments were received.

Bethaney Bacher-Gresock (FHWA Wisconsin Division) mentioned that she recalled a possible incorrect listing for Carlan Hatala's affiliation in the meeting notes. Subsequent review of the January 10, 2014 meeting notes indicated an error on page 9 where Carlan's affiliation was inadvertently listed as Milwaukee Historic Preservation *Alliance* rather than Preservation *Commission*. This correction has been made and the January 10, 2014 meeting minutes are considered final.

(b) Review minutes from February 13, 2014 consultation meeting

Minutes from the February 13, 2014 consultation meeting were sent to consulting parties by WisDOT on April 8, 2014 in preparation for the April 22, 2014 consultation meeting.

On April 17, 2014, Michele Curran (National Park Service) sent an e-mail to consulting parties concerning the following entry on page 9 of the February 13, 2014 meeting notes: "Michele Curran suggested the possibility of showing only the NHL boundary on the project maps since that boundary also encompasses any National Register Historic District boundary." Michele stated she did not recall making this statement and noted the following:

- The National Register Boundary encompasses the NHL boundary on the north side of I-94.
- The VA and HNL boundary on the north side of I-94 are identical.
- The NR boundary is different from the NHL and VA boundary on the north side of I-94 because it includes the historic entry to the VA.

Mary Ellen O'Brien (Transportation Environmental Management) discussed this comment with Michele during a break at the April 22, 2014 consultation meeting. Michele agreed that no revisions to the meeting minutes were necessary based on her e-mail.

Any further comments on the February 13, 2014 meeting minutes should be sent to Dobra Payant (WisDOT Southeast Region) on or before May 16, 2014.

(c) Review of action item tracking form

Gary Whited reviewed the status of the action items from the February 13, 2014 consultation meeting:

1. WisDOT will confirm the date/time for the April, 2014 consultation meeting and notify consulting parties. *Done*.
2. WisDOT will send the following materials from the February 13, 2014 consultation meeting to consulting parties: • Visual simulations illustrating maximum openings in freeway wall for all up and partial down alternatives • Land transfer history map from Soldiers Home NHL HALS report showing slightly adjusted NHL and NRHP boundaries • I-94 Safety Analysis Memo • Updated Potential effects on Historic Resources table *Done – Items sent to consulting parties on February 26, 2014.*
3. WisDOT will update the I-94 project's section 106 exhibits to reflect the adjusted NHL and NRHP boundaries as shown in the HALS report. *Ongoing as exhibits are referenced/used.*
4. WisDOT will distribute a summary of the 5-year crash data for the I-94 corridor to consulting parties. *Done – Sent to consulting parties on April 8, 2014.*
5. WisDOT will distribute noise analysis information relevant to the cemetery segment of the I-94 project to consulting parties. *Done – Sent to consulting parties on April 8, 2014*.
6. WisDOT and FHWA will develop preliminary mitigation ideas for presentation at the April, 2014 consultation meeting. *Done – Sent to consulting parties on April 8, 2014.*
7. Representatives of the Clement J. Zablocki Medical Center rehabilitation/preservation group will give a presentation on their efforts at the April, 2014 consultation meeting. *Done – Matt Cryer (Veterans Administration) agreed to give the presentation.*
8. Consulting parties will provide any comments on the January 10, 2014 consultation meeting notes to Dobra Payant on or before March 3, 2014. *Done – No comments received.*

(d) Review of updated Section 106 milestone schedule

Mary O'Brien briefly reviewed updates to the Section 106 milestone schedule. Applicable past milestones were updated to reflect actual versus anticipated accomplishments. The main reason for updating the milestone schedule was for consistency with the recently revised EIS schedule:

- Draft EIS distribution moved back about 6 months (previously May 2014; now November 2014)
- The public hearing moved back about 6 months (previously June 2014; now December 2014)
- Final EIS distribution moved back about 4 months (previously November 2014; now March 2015)
- ROD which contains final MOA moved back about 5 months (previously February 2015; now July 2015)

Brad Heimlich (CH2M HILL) mentioned that a public involvement meeting is currently planned for June, 2014. Tentative dates are Monday, June 16 at the Pettit Ice Center and Tuesday, June 17 at Marquette University High School. Both sessions will run from approximately 4:00 p.m. to 7:00 or 8:00 p.m. Brad encouraged Section 106 consulting parties to watch for meeting announcements and attend if possible.

(e) Review and discussion of Crash Data Summary memo (per action item #4 from February 13, 2014 consultation meeting)

Charlie Webb (CH2M HILL) reviewed the crash data summary memo and noted the following key points:

- 2005-2009 crash data for the I-94 mainline and interchange ramps in the study area was analyzed; although the Marquette interchange east of the study area was being reconstructed from 2005-2008, WisDOT determined that this did not have a substantial influence on the I-94 crash history outside the interchange area.

- The crash data is divided into three categories: property damage crashes, injury crashes, and fatal crashes; the general breakdown for these categories is about 30% property damage crashes and 70% injury crashes. There were 3 fatal crashes during this period (one on eastbound I-94 west of the 26th Street exit ramp and two on the Stadium Interchange ramps).
- The I-94 freeway mainline has an average crash rate 130% greater than the statewide average crash rate.
- The Stadium Interchange (systems interchange) ramps have an average crash rate 400% greater than the study area system ramp average crash rate.
- The Mitchell Boulevard interchange (service interchange) ramps have average crash rates 320% to 400% greater than study area service ramp average rates.
- I-94 mainline segments and interchange ramps in the study area are color coded on Exhibit 1 to indicate ranges for the total average crash rates.

Betsy Merritt (National Trust for Historic Preservation) asked about the statewide average rates that would correspond to the color coded ranges on Exhibit 1. Brad Heimlich referenced the notes at the bottom of Exhibit 1 that list the statewide average rates.

Carol Legard (Advisory Council on Historic Preservation) asked whether the dimensions of the existing I-94 freeway through the cemetery area meet current design standards. Charlie Webb noted the existing freeway through the cemetery area has a narrow inside shoulder, about 2 feet wide; the outside shoulders are close to 10 feet wide. Tom Pettit added that the standard outside shoulder width is 12 feet and noted that the overall cross section is narrower than a typical freeway, particularly near the Hawley Road interchange ramps.

Carol Legard noted that the I-94 mainline crash rate through the cemetery area appears to be comparable to the crash rate in the remainder of the study area. Charlie Webb confirmed that is the case.

Michele Curran (National Park Service) asked whether the box in the upper right-hand corner of Exhibit 1 was intended to show more detail for the Stadium Interchange and whether that interchange will remain as it is today. Brad Heimlich confirmed the inset box on Exhibit 1 is to show details for the Stadium Interchange. He also noted that this interchange will be modernized with a different configuration with reconstruction occurring in the vicinity of the existing interchange.

(f) Review and discussion of noise analysis results within Wood National Cemetery (per action item #5 from February 13, 2014 consultation meeting)

Charlie Webb reviewed the noise analysis memo that was sent to Glenn Madderom (National Cemetery Administration) and Glenn Elliott (National Cemetery Administration) to address their request for information on noise impacts within the Wood National Cemetery.

Noise analyses for highway projects are done in accordance with FHWA's regulations (23 CFR 772) and procedures in Chapter 23 (Noise) of WisDOT's Facilities Development Manual which have been approved by FHWA. Existing and future traffic noise is determined through computer modeling using FHWA's Traffic Noise Model (TNM); field measurements are also taken at representative noise receptor locations to verify the model. Determining whether a noise impact currently exists or will occur in the future involves comparing modeled noise levels to threshold criteria that have been established for various land use categories and comparing existing noise levels to predicted future noise levels. Impacts will occur and noise abatement measures (typically noise walls for projects like I-94) will be considered when:

- The predicted noise levels approach or exceed the threshold values shown for the appropriate land use category. For example, cemeteries are in land use category C for which the threshold is 67 dBA (*decibels on the A-weighted scale which is discernible to the human ear*). "Approach" is defined as 1 dBA less than the threshold noise level for each land use category.
- Predicted noise levels substantially exceed existing noise levels. "Substantially exceed" is defined as an increase of 15 dBA or more over existing noise levels.

The tables on page 3 of the noise memo list representative noise receptors (locations shown on the EIS map labeled Exhibit 3-22b), noise level criteria (from the land use category table), projected future noise levels, difference between existing and future noise levels, and whether there would be an impact.

All but one of the representative noise receptors would experience a noise impact with the 8-lane at-grade alternative. All of the noise receptors would experience noise impacts with the all-up and partially-down double deck alternatives. The noise impacts are based on future noise levels being above the threshold noise abatement criterion of 67 dBA for land use category C.

Sherman Banker (Wisconsin Historical Society) asked whether a noise analysis was done for the all-down alternative. If that alternative is dropped, it seems like WisDOT would want to have comparative data on how it would have affected the NHL including noise impacts. *Note: Charlie Webb followed up on this question after the meeting; the all-down alternative was not specifically analyzed for noise impacts.*

Glenn Elliott (National Cemetery Administration) asked what time of day the 20-minute field noise measurements were conducted. Charlie responded that the field measurements were taken just before or after the traffic rush hours. Glenn questioned why noise receptor FS-6 (on north side of I-94) is listed as having no impact when it is closer to the freeway than FS-5 (on south side of I-94) which will have an impact. Glenn stated that FS-6 may have no impact because it is partially shielded by Zablocki Drive. Charlie Webb will get an answer to this question.

Glenn Elliott stated his opinion that national cemeteries like the Wood National Cemetery would be more appropriately included in land use category A that has a noise abatement threshold of 57 dBA compared to land use category C that has a threshold of 67 dBA and in which “cemeteries” are now listed. Bethaney Bacher-Gresock stated that she will check with the FHWA headquarters office on this issue, but noted that properties falling into land use Category A are rarely encountered.

Carol Legard noted that as a practical matter all three alternatives (at-grade, all-up and partially-down) will have a noise impact; the bigger question is whether this area qualifies for noise mitigation. Charlie Webb stated that based on the noise analysis for the EIS, the cemetery area does not meet the FHWA/WisDOT criteria for feasible and reasonable noise mitigation. While a noise barrier could be feasible (capable of being constructed), it would only be reasonable if is reduces noise levels by a minimum of 8 dBA and the total cost of the barrier would not exceed $30,000 per abutting residence.

Glenn Elliott expressed concern about applying the cost criterion to cemeteries. Because there are no residential receptors, this criterion would not be met.

Genell Scheurell (National Trust for Historic Preservation) stated she would like to underscore Glenn Elliott’s contention that the Wood National Cemetery meets the Category A land use definition. Many factors in the NHL description support this contention. Michele Curran also supports Category A as the appropriate land use category for the Wood National Cemetery.

Genell Scheurell stated she would like to see similar noise impact tables for the Story Hill historic district. Dawn McCarthy (Milwaukee Preservation Alliance) and Carlan Hatala (Milwaukee Historic Preservation Commission) also expressed a desire for more information on noise impacts in the Story Hill historic district. In particular, Carlan would like to know more about higher noise levels deeper in the neighborhood as mentioned at a previous consultation meeting.

Betsy Merritt had questions on how field measured noise levels and modeled noise levels are used in the analysis. For example, for noise receptor FS-6, the field measured existing noise level is listed at 63dBA in Table 1 and the modeled existing noise is listed as 65 in Table 2. Then in Table 4B, the projected noise level is listed as 70 dBA, yet the difference between existing and future noise is listed as “0”. Why wouldn’t the noise increase be either 7 dBA (using field measured noise for existing) or 5 dBA (using modeled noise for existing)?

After additional discussion, WisDOT suggested that due to questions and comments about the noise analysis, a teleconference will be set up so that the project team member who conducted the noise analysis can provide additional information and responds to concerns and questions.

3. Update on alternatives in cemetery area

Discussions under this agenda item consisted of the three subject areas noted below: Mitigation measures/preferred alternative aspects, status of alternatives, and Section 4(f) aspects.

(a) Mitigation measures/preferred alternative aspects

The following discussion was triggered by Michele Curran's April 17, 2014 e-mail to consulting parties in which she expressed concern about discussing mitigation measures at this point in the Section 106 process. For context, Michele read aloud her April 17 e-mail:

> *"I am deeply concerned with the distribution of "potential mitigation elements" to remedy an adverse effect to the Northwestern NHDVS NHL.*
>
> *This approach to consultation is presenting those involved in the Section 106 process with a foregone conclusion that FHWA and WI DOT have decided to select an alternative that will have an adverse effect on the NHL when there are two alternatives that have a strong potential for no adverse effect. In addition, one of those alternatives is the most cost effective, by millions of dollars.*
>
> *Please keep in mind the NHPA of 1966 as amended, in Section 110 states that it is the responsibility of a Federal agency to "preserve" historic properties. In addition, Section 110 (f) states:*
>
> *Prior to the approval of any Federal undertaking which may directly and adversely affect any National Historic Landmark, the head of the responsible Federal agency shall, to the maximum extent possible, undertake such planning and actions as may be necessary to minimize harm to such landmark, and shall afford the Advisory Council on Historic Preservation a reasonable opportunity to comment on the undertaking.*
>
> *Entering into Section 106 consultation with mitigation for an adverse effect already determined violates the intention of the law."*

Bethaney Bacher-Gresock reaffirmed that FHWA and WisDOT do not have a preferred alternative at this time; the 8-lane at-grade, all-up, and partially-down alternatives are all being considered equally as potentially viable alternatives and all three will be evaluated in detail in the Draft EIS. A preferred alternative will be identified only after evaluating and considering input from the public hearing and public and agency comments on the Draft EIS. Input from consulting parties through the ongoing consultation process will provide additional information for the public and agencies to react to along with other impacts, costs, and mitigation measures. Knowing what the opportunities are for possible mitigation measures will help inform the decision making process.

Michele Curran noted that according the Section 106 milestone schedule, the selected alternative would not be identified until sometime after November, 2014 at which time the Draft EIS is targeted for circulation for public and agency review. Bethaney said that is correct – publication of the EIS availability notice in the Federal Register starts the 45-day review period during which the public hearing will be held.

Gary Whited asked if there were any more concerns about moving ahead with discussing potential mitigation ideas for the three alternatives being considered.

Michele Curran noted that her April 17, 2014 e-mail was based on having received the meeting handout on potential mitigation measures that WisDOT sent to consulting parties in preparation for the April 22, 2014 consultation meeting. Her concern was that there could be an expectation that any mitigation ideas discussed at this time would be part of a future MOA. Michele also noted that she and Carol Legard had met with WisDOT and FHWA on April 21, 2014 to discuss her concerns. After further discussion with WisDOT and FHWA, Michele stated she is comfortable moving ahead with discussions on potential mitigation measures at this time.

Bethaney Bacher-Gresock stated that the MOA will not be prepared until after a preferred alternative has been selected – prior to the Final EIS or Record of Decision (ROD).

Carol Legard acknowledged that Section 106 consultation for the I-94 project is being conducted at an earlier point in the EIS phase than is typical; Section 106 consultation usually takes place after a preferred alternative has been identified. Carol also noted that the Advisory Council on Historic Preservation and FHWA are very active at the national level encouraging better and earlier coordination between the project's NEPA, Section 4(f) and Section 106 aspects so that consideration of historic properties doesn't come at the end of the process. Therefore, it's a good exercise to look at more than one alternative so that as much information as possible is on the table to assist in selecting the alternative with the least overall harm.

Jim Draeger (SHPO, Wisconsin Historical Society) noted that the Section 106 process isn't about personal opinions, but rather, the results of an objective analysis. Experience has shown that it is difficult to identify specific mitigation measures for projects at the conceptual design stage. Until actual plans are prepared, it is often difficult to understand the scope of the project and its impacts. While transportation engineers are able to foresee the connection between the conceptual design and more final engineering plans, others may not be able to envision this connection. That's why it's better to develop mitigation measures at the point where preliminary plans have been completed.

Carlan Hatala (Milwaukee Historic Preservation Commission) mentioned there is public perception in the Story Hill Neighborhood Association that WisDOT wants to construct a double deck alternative.

Michele Curran would like to see further clarification on why mitigation needs to be discussed before a preferred alternative is selected. It is her understanding from discussions with FHWA and WisDOT that identification of potential mitigation measures is needed to satisfy the parallel NEPA/Section 106 process, and that possible mitigation measures will be presented in the EIS so the public can comment on them.

Hazem Isawi (FHWA Office of Chief General Counsel) noted that the Section 106 process needs to be completed before a decision can be made on expenditure of federal funds for a project. Therefore a MOA will need to be in place prior to the Record of Decision (ROD). Some level of mitigation needs to be discussed in the EIS so the public and agencies are aware of what is being considered and have an opportunity to comment on proposed mitigation.

Charlie Webb noted that developing potential mitigation measures at the Draft EIS stage is also schedule related. If WisDOT and FHWA were to wait until a preferred alternative is identified in late 2014 or early 2015, there would not be enough time to complete the Section 106 process prior to the ROD which is targeted for approval in July 2015.

(b) Status of Alternatives

The handout memo "Update on Alternatives in Cemetery Area" summarizes the status of the build alternatives in the cemetery area (Hawley Road to Mitchell Boulevard). Since the February 2014 Section 106 consultation meeting, FHWA and WisDOT have determined that the 8-lane at-grade alternative, the double deck all-up alternative, and the double deck partially-down alternatives will be retained for detailed study in the Draft EIS and for presentation at the public hearing. The all-down alternative has been eliminated from further consideration as a viable alternative. From the handout memo, Brad Heimlich summarized key reasons for eliminating the all-down alternative:

Cost –The cemetery area alternatives include the I-94 segment from Hawley Road to Mitchell Boulevard because this entire area is tied together by roadway design. The construction cost estimate for the all-down alternative is $425 - $450 million compared to $115 million for the 8-lane at-grade alternative, $295 - $300 million for the all-up alternative, and $325 - $330 million for the partially-down alternative. The all-down alternative would also have higher annual maintenance costs ($1- $2 million per year) due to tunnel-related maintenance.

Betsy Merritt asked whether the other alternatives would also have annual maintenance costs. Brad Heimlich and Brian Bliesner (WisDOT Southeast Region) explained that the annual maintenance costs for the all-down alternative would be over and above the typical maintenance costs for freeways due to the mechanical equipment involved in ventilating and lighting the tunnel, sprinkler system for fires, and a separate catch basin/drainage system for potential hazardous materials spills.

Construction impacts – The most significant impact for the all-down alternative would be complete closure of the I-94 freeway for 6 to 9 months; I-94 carries about 160,000 vehicles per day and there is no other east-west freeway in the immediate vicinity. The closest east-west freeway is I-894 about 5 miles south of I-94. With closure of I-94, it is anticipated that high volumes of I-94 traffic would be diverted to adjacent east-west arterials including Wisconsin Avenue, Bluemound Road, National Avenue and Greenfield Avenue. The alternatives update memo attachment (Reasons for Eliminating All-Down Alternative) has a table listing predicted traffic volumes that would be diverted to several local arterials. Brad noted there are no examples of any similar volume freeways that have been completely closed for this length of time without a nearby parallel freeway available as a significant detour route.

Betsy Merritt asked whether WisDOT has construction traffic diversion information for the other alternatives that wouldn't require complete closure of I-94 and suggested it would be worth looking at such information to ascertain whether diverted traffic could cause additional impacts to the Story Hill historic district for example.

Brad Heimlich stated that some additional data is available based on traffic counts that have been conducted by WisDOT and the City of Milwaukee, and from forecasts prepared by the Southeast Wisconsin Regional Planning Commission (SEWRPCD) for public outreach purposes. WisDOT will compile available comparison data for the 8-lane at-grade, all-up, and partially-down alternatives.

Brian Bliesner (WisDOT Southeast Region) noted that when freeways are reduced from 3 traffic lanes to one traffic lane, there will be some level of traffic diversion. WisDOT is proactive in letting the public know when such lane closures will occur. To the extent possible, lane closures would occur at night, for example on the Zoo Interchange project. WisDOT also has a policy of not closing two lanes at the same time for maintenance activities except during overnight hours. A detailed traffic management plan will be developed for the I-94 project in a future engineering phase. The Final EIS will generally discuss traffic related mitigation measures.

Jim Draeger asked how traffic closure and diversion issues were handled when the tunnels on the airport freeway leg were constructed. Tom Pettit (CH2M HILL) stated that was a different situation where traffic could go around the tunnel construction; that wouldn't be the case with the I-94 project. Tom also noted that it's not just an issue of diverted traffic. Several of the affected local arterials would need to be improved to handle the additional traffic. This could involve parking removal or more substantive reconstruction.

Emergency infrastructure requirements – To comply with National Fire Protection Association standards for fire suppression and life safety, the tunnel for the all-down alternative would need to have a mechanical, forced-air ventilation system and emergency egress stairwells. These elements would add to the cost and depth of the tunnel and in the case of the stairwells, to the width. Compromises on shoulder width would be required to accommodate the stairwells. A catch basin or storage tank beneath the tunnel would also be needed to collect and hold any hazardous materials resulting from a spill.

Crossroad reconstruction – Hawley Road and Mitchell Boulevard that currently cross under I-94 would need to be reconstructed to cross over I-94. The Hawley Road and Mitchell Boulevard structures would be about 25 feet above the existing freeway elevation and the approaches to the structures would need to be reconstructed. For Mitchell Boulevard, reconstruction would occur within the NHL boundary south of I-94. Thus, the all-down alternative would also have a potential for effects on the NHL.

Carlan Hatala asked who made the decision to eliminate the all-down alternative from further consideration. Bethaney Bacher-Gresock stated that FHWA made this decision in consultation with WisDOT.

Michele asked for clarification on whether the 8-lane at-grade alternative would be a viable long-term alternative or whether it is more of a temporary solution. Charlie Webb stated the at-grade alternative is not a temporary solution. It does partially meet some of the project's purpose and need factors, particularly outside the cemetery area. An example of a temporary improvement would be the re-striping project on westbound I-94 to temporarily improve traffic flow. Brad Heimlich noted there are tradeoffs with each of the alternatives; while engineering performance is better with the double deck alternatives than with the at-grade alternative, there are more adverse effects with the double deck alternatives.

Genell Scheurell mentioned past discussion about possible design options at the Hawley Road interchange, such as a "Texas U-turn", that would preclude having to close this interchange with the at-grade alternative, and asked whether such design options are being evaluated. Brad Heimlich explained that WisDOT did evaluate the

possibility of a u-turn to replace the eastbound ramp movement and moving the Hawley Road interchange farther to the west so it could be retained with the 8-lane at-grade and all-down alternatives. However, neither of these design options was viable or acceptable based on stakeholder feedback and other impacts that would occur.

(c) Section 4(f) aspects

Because there has been discussion about FHWA's Section 4(f) law and how this relates to the Section 106 process and selecting a preferred alternative, Bethaney Bacher-Gresock reviewed the following background information on Section 4(f).

Section 4(f) was originally enacted as part of the U.S. DOT Act of 1966 and is still commonly referred to as "Section 4(f)." FHWA is responsible for administering the Section 4(f) requirements for highway projects. FHWA's Section 4(f) regulations are codified at 23 CFR 774, Parks, Recreation Areas, Wildlife and Waterfowl Refuges, and Historic Sites. Section 4(f) is a substantive law (23 USC 138) rather than a process, and it states that the Secretary of Transportation shall not approve any program or project which requires the use of any publicly owned land from a public park, recreation area, or wildlife and waterfowl refuge of national, State, or local significance as determined by the Federal, State, or local officials having jurisdiction thereof, or any land from an historic site of national, State, or local significance as so determined by such officials unless there is no feasible and prudent alternative to the use of such land, and such program includes all possible planning to minimize harm to such park, recreational area, wildlife and waterfowl refuge, or historic site resulting from such use. *Note: Underlined text is further defined as follows based on 23 CFR 774.17:*

- Use of a historic site occurs when the project permanently incorporates land (land acquisition) from the historic site regardless of whether a no adverse effect or adverse effect determination has been made under Section 106. If the project does not permanently incorporate land but there has been an adverse effect finding, FHWA will need to assess the proximity impacts in terms of a possible constructive use that would substantially impair the features or attributes that contribute to the property's historic significance. If there is no substantial impairment, regardless of having an adverse effect, there is no constructive use and Section 4(f) does not apply.

- Officials having jurisdiction over historic sites for purposes of Section 4(f) are the State Historic Preservation Officer (SHPO), Advisory Council on Historic Preservation (ACHP), the National Park Service (NPS) when NHL properties are involved, and a Tribal Historic Preservation Officer (THPO) when a historic property is located on tribal land.

- Feasible and prudent avoidance alternatives – An alternative is not feasible if it cannot be built as a matter of sound engineering judgment. An alternative is not prudent if it compromises the project to a degree that it is unreasonable to proceed with the project in light of its stated purpose and need; it results in unacceptable safety or operational problems; or even after reasonable mitigation it still causes severe impacts to other social, economic or environmental resources. Identifying and evaluating possible mitigation measures is another tool for determining whether certain alternatives are prudent.

- All possible planning to minimize harm to historic sites normally involves preserving the historic activities, features, or attributes of the site as agreed upon by FHWA and the official(s) with jurisdiction over the Section 4(f) resource in accordance with the consultation process under 36 CFR 800.

Jim Draeger asked for clarification on where in the project development process Section 4(f) comes into play and whether the Section 4(f) property would need to be acquired to trigger Section 4(f) requirements.

Bethaney Bacher-Gresock explained that Section 4(f) comes into play during the alternatives evaluation process; as part of this process, the alternatives potentially affecting Section 4(f) properties need to be "tested" to determine whether there are any feasible and prudent design options that would avoid the Section 4(f) property, and if not, what appropriate mitigation measures could be implemented to minimize harm. Mary Ellen O'Brien (Transportation Environmental Management) noted that Section 4(f) properties are among the overall environmental resources such as wetlands, farmland, etc. that are identified during the project's data gathering phase and considered in development and refinement of the alternatives.

Glenn Elliott stated his opinion that noise impacts could constitute a constructive use under Section 4(f). Betsy Merritt added her opinion that visual impacts could also constitute a constructive use. Betsy also asked how constructive use impacts are handled when there is also a taking of a Section 4(f) property. Bethaney Bacher-Gresock noted that when a taking of land is involved, there is no constructive use. Bethaney also noted that a constructive use of Section 4(f) land is rare and any potential constructive use situation would need to be coordinated with FHWA's Headquarters Office to make a final determination.

Betsy Merritt asked whether the first opportunity for consulting parties to review the Section 4(f) evaluation would be when the Draft EIS is circulated for review. Glenn Elliott added that if this is the case, there wouldn't be an opportunity to review the draft Section 4(f) evaluation until November 2014. Betsy and Glenn reiterated their desire to review an advance copy of the draft Section 4(f) evaluation.

Glenn Elliott stated his opinion that the VA should be considered an official with jurisdiction over a Section 4(f) property; the VA owns and administers the facility that in addition to being historically significant also has many features and characteristics of a park. *Note: Owners of historic sites <u>are not</u> "agencies with jurisdiction" under Section 4(f), whereas owners of public parks <u>are</u> agencies with jurisdiction under Section 4(f).*

Bethaney Bacher-Gresock will discuss the requests for advance Section 4(f) review with FHWA Headquarters and will also seek further clarification on participants and their roles in the Section 4(f) evaluation process.

4. Summary of effects on historic properties

Bethaney Bacher-Gresock referenced FHWA's assessment of adverse effects memo dated April 22, 2014. She apologized for not being able to send this memo ahead of the April 22 consultation meeting, noting that it took longer than anticipated to prepare. The objective is to briefly summarize FHWA's initial findings and then provide additional time for consulting parties to comment on the memo.

Jim Draeger asked what FHWA is expecting from the consulting parties in regard to the adverse effects memo. Bethaney stated that preliminary input from the consulting parties during the presentation would be welcome. FHWA and WisDOT are also asking consulting parties to provide more specific input on the adverse effects within 30 days of the April 22, 2014 consultation meeting. Comments should be sent to Dobra Payant at WisDOT and/or to Bethaney at FHWA.

Bethaney Bacher-Gresock noted that as the lead federal agency for the undertaking, FHWA is responsible for considering the effects of its actions on historic properties including findings of historic significance, establishing the Area of Potential Effect (APE), determining the effects on historic properties, and developing mitigation measures. FHWA's consideration of effects is carried out through the Section 106 consultation process.

Bethaney reviewed the following key information and findings from the adverse effects memo:

- FHWA, in consultation with the SHPO and other consulting parties, previously identified the project's APE and historic properties located in the APE. The APE map attached to the adverse effects memo was revised slightly in March 2014 to account for more accurate information on the NHL boundary (*from the Historic American Landscapes Survey Report for the NHL*). The historic properties in the APE include the Calvary Cemetery, Soldiers Home Historic District, Soldiers Home NHL, Soldiers Home Reef NHL, Story Hill Residential Historic District #1, and Story Hill Residential Historic District #2 and #3.

- The project alternatives within the APE include the 8-lane, at-grade alternative with narrowed lanes and shoulders through the cemetery area, the double deck alternative through the cemetery area with the all-up and partially-down design options. These alternatives along with the No Build Alternative will be evaluated in detail in the Draft EIS.

- Based on further evaluation by FHWA and input from consulting parties as reflected in the *Potential Effects on Historic Resources* table that has been used to document input at past meetings, FHWA has determined that the proposed action, regardless of the alternative selected, will not have an adverse effect on the

Calvary Cemetery, Soldier's Home Reef National Historic Landmark, Story Hill Residential Historic District #1 or the Story Hill Residential Historic District #2, and #3. The proposed action will not acquire, alter, or change any of the characteristics that quality these properties for inclusion in the National Register in a manner that would diminish the integrity of the property's location, design, setting, materials, workmanship, feeling or association.

FHWA has determined that the proposed action, with the double deck all-up or partially-down alternatives will have an adverse effect on the Soldiers Home Historic District and the Soldiers Home HNL. The potential adverse effects are due to the visual effects of constructing a 25-30 foot elevated structure to carry I-94 traffic that is currently at-grade between the north and south sides of the Soldiers Home Historic District and the Soldiers Home NHL, and the physical effects of converting non-transportation related property within these historic properties to a transportation facility to serve the VA campus.

Additional discussion on Calvary Cemetery

Genell Scheurell asked whether there would be a noise impact at the Calvary Cemetery and whether this would be considered an adverse effect.

Editorial Sidebar: The existing noise level at the representative noise receptor (N48) on the south side of the Calvary Cemetery is 65 dBA which is the same as the noise abatement criterion for land use category C that includes cemeteries. The future noise level is predicted to be 68 dBA. Because this exceeds the noise abatement criterion of 67 dBA, there will be a noise impact at this location in the Calvary Cemetery.

Bethaney Bacher-Gresock noted that an increase in noise would not necessarily alter or diminish the characteristics of the Calvary Cemetery that make it eligible for inclusion on the National Register.

Jim Draeger noted that setting is an important aspect of the property's historic significance, not just the architectural features. In determining adverse effects, consideration must be given to all qualifying characteristics including the seven integrity aspects (location, design, setting, materials, workmanship, feeling and association).

Betsy Merritt stated her opinion that a quiet setting is a defining characteristic of a cemetery and therefore noise intrusion would have an adverse effect. Betsy also asked what rationale was used to determine that there would be no visual effect on the Calvary Cemetery.

John Vogel (Heritage Research Ltd.) stated his opinion that the intervening terrain (northern portion of Wood National Cemetery and the old TMERLCo interurban utility/powerline corridor) would abate any visual effects from I-94.

Michele Curran stated her opinion that the double deck alternatives would affect the integrity of the Calvary Cemetery's feeling and association and therefore would have an adverse effect. Carol Legard agreed that there would be a noticeable change in the feeling and association of the cemetery.

Bethaney Bacher-Gresock noted the following NPS guidance on applying National Register evaluation criteria: "Feeling is a property's expression of the aesthetic or historic sense of a particular period of time" and "association is the direct link between an important historic event or person and a historic property."

Jim Draeger recommended that a tour of the Calvary Cemetery be set up to provide a first-hand view of the setting and the extent to which the TMERLCo utility corridor may buffer the visual effects of the double deck alternatives. This should help resolve differences of opinion regarding potential adverse visual effects.

Tom Champa (Calvary Cemetery and Mausoleum) stated his opinion that a slight increase in noise would not cause an adverse effect because there is already traffic noise in the cemetery. Improving the safety of the I-94 freeway is important and would offset any noise impacts.

Hazem Isawi (FHWA Office of Chief General Counsel) stated that even if the feeling of the Calvary Cemetery changes, the question is whether this alters the characteristics that qualify the property for inclusion in the National Register. The Calvary Cemetery is eligible for its architectural characteristics and these would not be affected.

Bethaney Bacher-Gresock stated it is important to also keep the existing setting in mind. The I-94 corridor is already a built up urban area with various types of development, the I-94 freeway, and other major roads surrounding the cemetery.

Jim Draeger stated the question is whether there will be a different effect that's caused by having a new double deck freeway in place.

Additional discussion on Story Hill Residential Historic Districts

Bethaney Bacher-Gresock noted that there was previous general consensus that there would be no adverse effects on Story Hill Historic District #1; FHWA has now made a preliminary determination that there will also be no adverse effect on Story Hill Historic District #2 and #3. This determination is based on FHWA's opinion that the Build Alternatives will not alter the characteristics of the historic district (architecture) that make it eligible to the National Register.

John Vogel stated that as the professional historian for the I-94 project, he has attempted to assess potential effects impartially and objectively, not as an advocate for the project. The Story Hill Historic Districts are eligible to the National Register based on the architectural characteristics of the homes; there is also a setting associated with the historic homes. Reconstruction of the I-94 freeway will not cause an incursion on the historic district and the eastbound lanes will be shifted south, away from the historic district. In John's opinion, the historic district will not be any less eligible due to the project.

Bethaney Bacher-Gresock noted that some concerns such as possible visual effects, can be addressed through community enhancement measures that are part of the NEPA process such as landscaping.

Betsy Merritt referred to the noise receptor map at the back of the assessment of effects memo and noted that a potential noise barrier is shown along the Hawley Road interchange ramp adjacent to the Story Hill Historic District. She questioned whether showing a potential noise wall at this location means there will be an adverse effect due to noise.

Charlie Webb stated that potential noise barriers are being shown all locations that that would experience noise impacts and that would meet the reasonableness and cost effective criteria for a potential noise barrier.

Jim Draeger stated his opinion that a noise barrier would cause an adverse effect on the Story Hill Historic District and suggested revising the assessment of effects memo to acknowledge that a noise barrier could be considered an adverse effect.

Betsy Merritt asked for clarification on why there would not be an adverse effect on Calvary Cemetery when the south side of the Cemetery abuts the north side of the NHL property (VA cemetery north of I-94) that will have an adverse effect. Brad Heimlich stated that the cemetery parcel is immediately adjacent to the freeway while the Calvary Cemetery is farther away and buffered from the freeway by the VA Cemetery parcel and the TMERLCo. utility corridor.

Genell Scheurell asked whether the *Potential Effects on Historic Resources* table that documents input from previous meetings on potential effects was used to come up with the current adverse effect findings. Bethaney Bacher-Gresock stated that the potential effects table was used in addition to discussing potential effects with FHWA headquarters staff including MaryAnn Naber, FHWA's Historic Preservation Officer.

Carol Legard asked what the downside would be of acknowledging a potential adverse effect on the Story Hill Historic District given that there's not a consensus. When an adverse effect on any one historic property is identified for a particular undertaking, a finding is automatically made that the undertaking may have an adverse effect. From that point, one looks at other individual properties to determine whether there would be any additional effects, whether they can be avoided and if not, what mitigation measures could be developed. There's really no need to go into detail on whether there would be an adverse effect for each individual property.

Betsy Merritt noted that it's important to know whether there is an adverse effect on each resource in order to develop and evaluate mitigation measures. Betsy also stated that it seems like FHWA is taking a conservative position on no adverse effects and would welcome a more open attitude in acknowledging potential adverse effects.

Hazem Isawi noted that the Section 106 process requires FHWA to identify whether there will be an adverse effect on historic properties and to document these findings. FHWA needs to follow the Section 106 process closely so the outcome can be used in the decision making process.

Cameron Smith (WisDOT Office of General Counsel) acknowledged disagreements on individual properties and suggested that after reviewing FHWA's no adverse effect rationale in more detail, those consulting parties who continue to disagree should provide more specific reasons on why they think there would be an adverse effect.

Jim Draeger noted that the Section 106 regulations allow for disagreement; that's how the process works. Jim also noted that since visual effects are the main concern for the Story Hill Historic District that this area also be reviewed during the field review for Calvary Cemetery.

Additional discussion on Soldiers Home HHL and Historic District

Bethaney Bacher-Gresock reiterated FHWA's position that the double deck all-up and partially-down alternatives would have an adverse effect on the Soldiers Home NHL and Historic District. She also noted there was general consensus at the November 19, 2013 consultation meeting that the 8-lane, at-grade alternative could ultimately be designed to have no adverse effect and that a conditional no adverse effect, pending further engineering and design, was appropriate.

Glenn Madderom (National Cemetery Administration) reviewed his concerns about the all-up and partial-down alternatives. Concerned about increased noise in the cemetery, noise levels are already high and the NCA doesn't want this situation to worsen. If the lower roadway with the double deck alternatives is enclosed, and if the sidewalls on the upper deck are high enough, these features could act as noise buffers. Glenn reiterated NCA concerns about areas with perpetual shade on the north side of the cemetery and resulting inability to grow vegetation in these areas; he also noted that noise walls could increase the extent of shaded areas. The freeway walls for the all-up and partially-down alternatives would have a visual impact, but artistic treatment on the walls could soften this effect. Glenn stated that he NCA will provide more specific comments to WisDOT.

Genell Scheurell stated that she and a representative from the Milwaukee Preservation Alliance met with a veterans group within the past month to discuss the I-94 project alternatives. Representatives from the veterans group felt there should be no additional visual intrusion on the National Cemetery. The all-up alternative, even with openings in the walls was referred to as a desecration of national land. Bethaney Bacher-Gresock requested a copy of the minutes from that meeting. Genell agreed to provide the minutes when completed.

5. Presentation on Zablocki Medical Center preservation efforts

At the request of WisDOT and FHWA, Matt Cryer, Program Manager at the Zablocki VA Medical Center, gave a presentation on Section 106 consultations for ongoing rehabilitation of buildings and grounds in the Soldiers Home NHL. A copy of Matt's presentation is attached to the meeting minutes. Key points are summarized as follows:

- The Milwaukee VA Medical Center (VAMC) campus includes the Clement J. Zablocki VA Medical Center, Wood National Cemetery, and the VA Benefits Regional Office.

- The Soldiers Home was established in 1865 and is one of three original solider homes; the facility consists of approximately 198 acres most of which are inside the Historic District, and there are 25 buildings inside the NHL (21 of which currently support veterans).

- The facility received NHL status in 2011; quarterly consultations began in April 2010 in response to the need to construct community living centers in the Historic District.

- Projects that have or will result in an adverse effect requiring a MOA or Programmatic Agreement include construction of the Spinal Research Center (annex on main hospital), Wisconsin Fisher House (similar to a Ronald McDonald house), southeast parking lot, parking structure, and a security fence around the old powerhouse. Matt reviewed the adverse effects and mitigation measures for each of the projects. The types of mitigation include restoring disturbed areas to their natural state, restoration of landscaping, repair structures, documentation of buildings and other structures slated for demolition/alteration, structural assessments, and working with the SHPO, ACHP and NPS on the design of new structures such as the Fisher House.

- In conclusion, Matt noted several ways in which the history of the Milwaukee VA campus is celebrated: Reclaiming our Heritage (12 times since 2001); NHL plaque dedication ceremony (2013); Doors Open Milwaukee (2013 and 2014); annual Memorial Day celebrations; and numerous other tours, activities and events throughout the year.

Gary Whited asked whether the upcoming construction of a parking structure will have an adverse effect and whether there would be an opportunity for contributing to the mitigation. Matt stated that the parking structure will be 3-4 stories high and will have an adverse visual effect; he didn't think there would be an opportunity for joint mitigation because the parking structure is outside the NHL and quite far from I-94.

6. Preliminary mitigation ideas for discussion and input

Bethaney Bacher-Gresock reiterated the importance to FHWA and WisDOT of having discussions on mitigation at this time. The objective is to get a sense of the total picture for the alternatives including their impacts on historic properties and other resources, and potential mitigation measures. Having as much information as possible in the Draft EIS will help the agencies and public make informed comments on the project. Any preliminary mitigation measures identified at this time are not cast in stone and will not be finalized until the MOA is prepared. The MOA will be based on the selected alternative that will be identified as part of the Final EIS activities.

Brad Heimlich noted there is no intent to infer that a particular alternative is acceptable by discussing potential mitigation measures; WisDOT and FHWA are simply seeking input from the consulting parties on what types of mitigation might be possible.

John Vogel provided an overview of the April 8, 2014 handout titled *Minimization Measures and Potential Mitigation Elements for NHL*. Actions taken to minimize impacts to historic properties include the FHWA/WisDOT decision made at the outset of the project that no graves would be removed and no property would be acquired from the Wood National Cemetery. WisDOT has also developed an open, arch design option for the freeway walls associated with the all-up and partially-down alternatives. This open design would help retain some sense of visual connection between the cemetery parcels north and south of I-94.

Three broad areas were identified for purposes of developing and categorizing potential mitigation ideas for the NHL. These broad areas are restoring/enhancing the landscape; documentation and recordation; and public outreach, interpretation, and education. These mitigation categories are typically included in MOAs for transportation projects.

Jim Draeger stated his opinion that the scale of the mitigation needs to directly correlate to the scale of the adverse effects and importance of the affected resource. His initial observation is that the list of mitigation measures, even if doubled, falls far short of being in scale with the potential effects of the I-94 project. His recommendation is for FHWA and WisDOT to establish a $200 million endowment fund that would have a preservation outcome and truly mitigate adverse effects. For example, rehabilitation of vacant properties, a VA training program in historic preservation, and establishing an executive director position in Milwaukee. Jim noted similar things have been done in other places and for other projects such as a historic bridge replacement project in Ohio. Jim could not recall the project name or specific circumstances, but thought the mitigation fund was in excess of $100 million.

For clarification, John Vogel asked whether Jim Draeger is suggesting that WisDOT would contribute $200 million to such an endowment fund. Jim confirmed that he is suggesting that WisDOT would contribute $200 million (throwing that number out there). Jim also stated he and some of the consulting parties had met separately, prior to this consultation meeting, and had agreed to suggest this mitigation concept and magnitude. Brian Bliesner asked Jim Draeger to document the reasoning behind the $200 million figure in his comments on the adverse effects memo.

Michele Curran noted adverse effects are long term and that an endowment would assist the preservation community and VA in identifying and addressing long-term preservation needs to account for the adverse effects. She also reiterated the importance and significance of the NHL noting that the Milwaukee VA facility is the first and most intact facility in the nation and represents the birth of government responsibility to take care of its veterans. Preserving this facility is vitally important to the country.

At this point, Glenn Elliott noted there has been mention of various meetings with veterans groups that the VA was not aware of and asked who WisDOT's lead contact is for the VA. Charlie Webb explained that there is no single point of contact; WisDOT has coordinated with the VA Medical Center, NCA, and the Veterans Benefits Administration. If the VA desires to have a single point of contact it's up to the VA to let WisDOT know who that contact is. Glenn Madderom has been the primary NCA contact and Matt Cryer has served as the primary contact for the NHL. Dobra Payant (WisDOT Southeast Region) noted that Al Richburg was also a primary contact for the Wood National Cemetery, but he has now transferred to another state.

Genell Scheurell noted that she is the National Trust for Historic Preservation project manager for the Milwaukee Soldiers Home NHL. She is working with the Milwaukee Preservation Alliance to maintain as many contacts and relationships as possible for the preservation efforts. A community advisory committee was formed and it includes representatives from neighborhood associations, local preservation groups, congressional delegations, civic leaders and the Allied Veterans Council. Jim Draeger added that the scope of the community advisory committee is broader than a single project – it is intended to provide input on the preservation efforts for the entire VA complex.

Charlie Webb asked if a representative of the I-94 project team could attend the advisory committee meetings and whether WisDOT can get a copy of the meeting notes. Jim Draeger stated that anyone is welcome to attend the meetings and noted that Genell Scheurell or Dawn McCarthy are responsible for setting up the meetings and sending the invitations.

Genell Scheurell will notify WisDOT (Dobra Payant) about the next meeting and will send minutes from the most recent meeting to Dobra when they have been completed.

At this point, consulting parties provided some initial comments and observations on the mitigation examples listed in the handout.

Jim Draeger stated his opinion that the mitigation items involving disturbance such as landscaping and screening, restoring and enhancing side roads, adding bikeways and sidewalks could actually cause additional adverse effects to the NHL.

Carol Legard noted that the items under the restoring/enhancing landscape category are pretty minimal; maybe what's called for are attractively designed highway structures that would incorporate the views of the VA and preservation community. Coming up with such design ideas could entail monthly or quarterly meetings, design competitions or other ways to bring ideas to the table.

Michele Curran noted that HABS/HAER documentation on the entire VA campus has already been done so that would not be needed.

Tom Champa stated he would prefer keeping a fence around the Calvary Cemetery rather than providing a possible pedestrian connection between the Calvary Cemetery and north portion of the Wood National Cemetery.

Betsy Merritt restated her past views on the possibility of allowing some property acquisition through the cemetery area and perhaps one or two grave relocations such that the at-grade alternative would be more viable, this would be a way to avoid and minimize the adverse effects of the elevated alternatives. It seems like over simplification to state that no grave relocations and no property acquisition would be minimization measures.

Brad Heimlich noted that there are a couple of graves within the existing highway right-of-way and that any additional widening for the 8-lane at-grade alternative through the cemetery area would affect numerous graves, probably close to 100 or more. Charlie Webb added that on the south side of I-94, there is only a 15-foot buffer between some of the graves in the Wood National Cemetery and the freeway; the buffer is much less than that on the north side of I-94. He also noted that any right-of-way acquisition or widening would also affect the Spring Hill Cemetery that has a mausoleum directly abutting the fence next to the outside freeway shoulder.

Carol Legard asked whether reducing the speed limit or taking some other action would allow using narrower lanes. Brian Bliesner (WisDOT Southeast Region) stated that for the at-grade alternative, the lanes have already been reduced to 11 feet and the shoulders have also been narrowed as much as possible; no further action can be taken to further reduce the roadway width. Charlie Webb noted that reducing the speed limit on a short segment to freeway could actually decrease safety due to the speed differential in abutting segments and driver expectations.

Mary Ellen O'Brien stated her opinion that many of the preliminary mitigation measures would have merit from an overall NEPA standpoint even if the consulting parties would not view them as viable Section 106 mitigation measures. Mary suggested that consulting parties provide additional and more specific comments on the preliminary mitigation measures along with their comments on the adverse effects.

7. Meeting wrap up and next steps

Brad Heimlich suggested that the next step would be for consulting parties to provide their comments to WisDOT on the adverse effects followed by a teleconference meeting to discuss input and try to arrive at a final decision on the adverse effects. The goal would be to have the consultation meeting ahead of the June 16 and 17, 2014 public involvement meetings so the results can be shared with the public. WisDOT will send an electronic copy of FHWA's Assessment of Adverse Effects memo to the consulting parties to facilitate providing comments.

June 10, 2014 (noon to 2:00 p.m.) was suggested as a tentative date for the consultation meeting. The next in-person meeting would then correspond with the next quarterly meeting for the VA historic preservation group's community advisory committee meeting in August, 2014.

Action Items from April 22, 2014 consultation meeting

Key action items identified as a result of discussions at the April 22, 2014 consultation meeting are listed as follows:

1. WisDOT will confirm the date/time for the June, 2014 consultation meeting and notify consulting parties.

2. WisDOT will send an electronic copy of FHWA's Assessment of Adverse Effects memo to consulting parties.

3. WisDOT will set up a webinar/teleconference to provide further information on the project's noise analysis.

4. WisDOT will provide noise analysis data (impact tables) for Story Hill Historic District #2 and #3.

5. WisDOT will compile available construction-related traffic diversion data for the 8-lane at-grade, all-up, and partially-down alternatives for comparison to data for the all-down alternative that was eliminated from further consideration.

6. WisDOT will arrange a field trip for interested consulting parties to the Calvary Cemetery and Story Hill Historic District areas to assist in visualizing potential visual effects.

7. FHWA will check with their headquarters office and respond to the VA's position that the Wood National Cemetery should be considered a Category A land use (noise abatement threshold of 57 dBA) rather than a Category C land use (noise abatement threshold of 67 dBA).

8. FHWA will check with their headquarters office and respond to the VA's position that the VA should be considered a jurisdictional agency for purposes of Section 4(f) aspects associated with historic properties.

9. FHWA will check with their headquarters office and respond to requests by some consulting parties to receive advance copies of the Section 4(f) evaluation for review (prior to distribution of the Draft EIS).

10. Consulting parties will provide any further comments on the February 13, 2014 consultation meeting minutes to Dobra Payant on or before May 16, 2014.

11. Consulting parties will provide more specific input on FHWA's Assessment of Adverse Effects memo by May 23, 2014. WisDOT also requested that the SHPO, as part of his comments on the Adverse Effects memo, document the reasoning behind his recommendation for a $200 million endowment.

12. The National Trust for Historic Preservation (Genell Scheurell) will notify WisDOT about the next Community Advisory Council meeting for the Zablocki Medical Center historic preservation effort and will send a copy of the minutes form the most recent meeting.

Department of Transportation 106 Meeting
22 April 2014

Section 106 Consultations at the North Western Branch of the National Home for Disabled Volunteer Soldiers NHL

Clement J. Zablocki VA Medical Center
5000 W. National Ave
Milwaukee, WI 53295

Milwaukee VA Campus

The Milwaukee VA campus incorporates all three administrations of the Department of Veterans Affairs:

- Clement J. Zablocki VA Medical Center
- Wood National Cemetery
- VA Benefits Regional Office

Milwaukee VAMC and its Community Based Outreach Clinics

Milwaukee VAMC
Enrolled Veterans – 74,447
Iraqi/Afghanistan Veterans – 10,756
Total Outpatient Visits – 723,484
Inpatient Admissions – 8,658
Total beds – 251

Robert H. Beller, FACHE
Medical Center Director

James McLain, FACHE
Deputy Director

Green Bay Mega-Clinic
- 6,000 patients/year and growing
Appleton
- 16,000 patients/year
Cleveland
- 4,000 patients/year
serving up to 20,000
Union Grove
- 3,300 patients/year

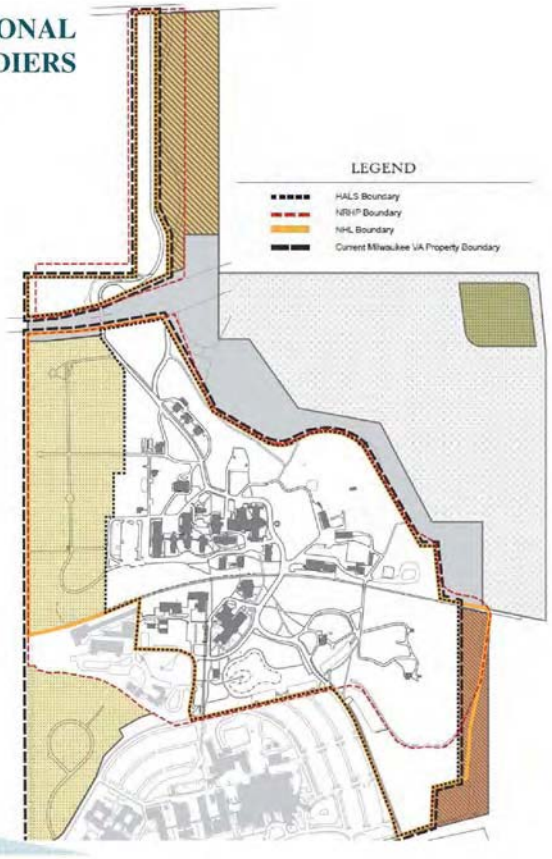
NORTHWESTERN BRANCH OF THE NATIONAL HOME FOR DISABLED VOLUNTEER SOLDIERS

HALS No. WI-13 (Land Transfer Map - Page 119)

Approximately 198 acres
majority inside the Historic District

Established in 1865
one of the original three National Soldier Homes

25 Buildings are inside the NHL
21 are presently supporting Veterans



Milwaukee VAMC and Section 106

Received National Historic Landmark Status in 2011

Began quarterly consultations in April 2010 in response to Milwaukee VAMC's need to construct four Community Living Centers inside the Historic District. 106 Consultation meetings and discussions continue concerning projects in and around the Historic District.

Projects that have or will result in an Adverse Effect requiring a Memorandum of Agreement or Programmatic Agreement:

- Camus Wide Programmatic Agreement
- Construction of the Spinal Research Center (annex on the main hospital)
- Construction of three Community Living Centers
- The Wisconsin Fisher House
- Old Power Plant(45)
- Southeast Parking Lot (on going)
- Vertical Parking Structure (future project)

Signatories:

- Wisconsin State Historic Preservation Office
- Advisory Council on Historic Preservation
- National Park Service
- National Trust for Historic Preservation
- Milwaukee Preservation Alliance
- Milwaukee Historic Commission

Spinal Cord Injury (SCI) Building

27,000 Square Foot Spinal Research Building

Adverse Effect on Historic District:
- construction of five temporary parking lots

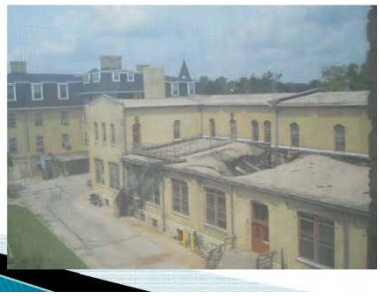
Mitigation Measures from the MOA:
- upon completion of their use the lots will be restored to their natural state
- 6" of new top soil would be deposited, graded and grass would be seeded
- replacement of the old trees relocated during construction

Programmatic Agreement

Initiated by the Milwaukee VAMC seeking to build three Community Living Centers, each capable of housing 10 Veterans

Adverse Effects on Historic District:
- the condition of Old Main and Ward Hall due to deferred maintenance
- three new construction projects inside the Historic District
- destruction of the Quartermaster Residence(37) adjoining garages(39&60)

Mitigation Measures from the PA & MOA:
- restoration of landscape, including but not limited to trees, shrubs and grass
- repair the roof damage and weather tighten Old Main(2)
- repair a failing truss in Ward Hall(41) and professionally restore and safeguard the General Ulysses S. Grant Stained Glass Window
- develop adaptive reuse plans for Old Main(2) and Ward Hall(41)
- facilitate quarterly Section 106 meetings to discuss projects in and around the NHL District
- HALS Level I Landscape Documentation of the Milwaukee VA Campus



Community Living Centers (CLC)

Three Assisted Living homes, each housing 10 Veterans

Adverse Effect on Historic District:
- three new construction projects inside the Historic District
- the destruction of Quartermaster Residence(37) and two Garages(39&60)

Mitigation Measures from the MOA:
- allowing SHPO access prior to construction for an on-site walkthrough
- HABS Level II documentation of the buildings slated for destruction
- erect a commemorative marker for the Quartermaster Residence(37)
- restoration of landscape, including but not limited to trees, shrubs and grass

Old Powerhouse(45)

Adverse Effect on Historic District:
- the condition of the Old Powerhouse(45) due to deferred maintenance
- emplacement of a safety/security fence around the building

Mitigation Measures from the MOA:
- conduct a professional structural assessment of the Old Powerhouse(45)
- remove the salt from the Old Powerhouse(45), clean the salt residue from the building to ensure no future damage occurs
- remove the excavation equipment from the Old Powerhouse(45)
- removal of the safety/security fence around the building

The Wisconsin Fisher House & Old Steam Trestle

A "*home away from home*" for up to 16 families of up to 8 – available to those visiting VA Patients during extended treatments

Adverse Effect on National Registry Area:
- new construction inside the National Registry Area
- removal of a steam trestle that expanded across part of the campus
- demolish a garage(81)

Mitigation Measures from the MOA:
- SHPO, ACHP and NPS input on the design of the Fisher House
- Preservation of heritage trees that contribute to the historic landmark
- comprehensive landscape plan to minimize visual effects of new construction
- HARE Report Level II of the steam trestle and garage(81)

History Celebrated at the Milwaukee VA Campus…

- Reclaiming our Heritage (12 times since 2001)
- Highly publicized NHL Plaque Dedication Ceremony (2013)
- Doors Open Milwaukee (2013 & 2014)
- Annual Memorial Day Celebrations
- Numerous other smaller tours, activities and events are held throughout the year at Milwaukee VA Campus

CLEMENT J. ZABLOCKI VA MEDICAL CENTER

VA HEALTH CARE | Defining EXCELLENCE in the 21st Century

"….to care for him who shall have borne the battle, and for his widow and his orphan."

Abraham Lincoln

DRAFT 9/30/14

Section 106 Consultation Meeting

I-94 East-West Corridor Study
(70th Street to 16th Street)
Milwaukee County
Project I.D. 1060-27-00

Meeting Date: August 5, 2014

Location: WisDOT Office, 1001 St. Paul Avenue, Milwaukee

Purpose: This was the tenth meeting (in addition to one follow-up meeting regarding noise analysis) in the ongoing National Historic Preservation Act Section 106 consultation process. The e-mail meeting invitation provided an opportunity to consulting parties to attend the meeting in person or by teleconference/webinar.

The purpose of the meeting was:

1) to view three-dimensional models of the At-Grade alternative and the Double-deck alternative All Up option exhibited at the Wisconsin State Fair held in Milwaukee between July 31 and August 10, 2014.

2) to participate in a field trip to Calvary Cemetery and Story Hill Historic District #2 and #3 to assist in evaluation of existing conditions at those two historic sites and aid in visualization of potential visual effects.

3) to present summary of potential adverse effects and continue discussion regarding minimization measures and potential mitigation ideas.

The following materials were provided to consulting parties by WisDOT on July 25, 2014.

- Agenda for August 5, 2014 consultation meeting
- Draft minutes from the June 10, 2014 consultation meeting

These materials were included in the handout at the August 5, 2014 consultation meeting and posted on the webinar site together with The Section 106 Action Item Tracking Form and Section 106 Milestones (Updated on 08/01/14).

Participants:

Lead Agencies: Federal Highway Administration (FHWA) and Wisconsin Department of Transportation (WisDOT)		
Bethaney Bacher-Gresock FHWA Wisconsin Division, Madison	Jason Kennedy WisDOT Cultural Resources, Madison	Andrew Rohde WisDOT Southeast Region
Keegan Dole WisDOT Southeast Region	Sean McKinney WisDOT Southeast Region	Cameron Smith WisDOT Office of General Counsel, Madison
Dobra Payant WisDOT Southeast Region	MaryAnn Naber FHWA Historic Preservation Officer FHWA Headquarters Office	Mike Treazise WisDOT Southeast Region
James Becker WisDOT Cultural Resources, Madison	Brian Bliesner WisDOT Southeast Region	Afsaneh Ahmadi WisDOT Southeast Region
Hazem Isawi FHWA Office of Chief General Counsel	Jason Lynch WisDOT Southeast Region	Jay Waldschmidt WisDOT Noise and Air Quality Engineer
Project Consultant Team		
Ben Goldsworthy CH2M HILL	Brad Heimlich CH2M Hill	John Vogel Heritage Research Ltd.

Charlie Webb CH2M HILL	Sara Orton (teleconference) CH2M HILL	Tom Pettit CH2M HILL
Meeting Facilitator		
Gary Whited College of Engineering, UW – Madison		

Section 106 Consulting Parties		
Thomas Champa Archdiocese of Milwaukee Catholic Cemeteries (Calvary Cemetery and Mausoleum)	Dawn McCarthy Milwaukee Preservation Alliance	Jim Draeger SHPO, Wisconsin Historical Society
Kimberly Cook (teleconference) Wisconsin Historical Society	Carol Legard (teleconference) Advisory Council on Historic Preservation	Genell Scheurell National Trust for Historic Preservation Chicago Field Office
Glenn Elliott (teleconference) Department of Veterans Affairs Office of Construction & Facilities Management	Glenn Madderom (teleconference) National Cemetery Administration Department of Veterans Affairs	Daina Penkiunas Deputy SHPO, Wisconsin Historical Society
Carlen Hatala City of Milwaukee Historic Preservation Commission	Elizabeth (Betsy) Merritt Deputy General Counsel National Trust for Historic Preservation	Michele Curran (teleconference) National Park Service
Thomas Koerting (teleconference) National Cemetery Administration Department of Veterans Affairs	Rebecca Graser US Army of Corps of Engineers	

Agenda and Discussion

1. Introductions/opening remarks

Gary Whited opened the meeting with brief remarks about the purpose of the meeting and the meeting agenda. Participants were asked to introduce themselves and their agency affiliations. Brian Bliesner then welcomed everyone and stressed how much the team appreciates the group's participation and input to the project. Brian stressed the importance of commitment to the project and that it is very important we reach decision on a preferred alternative.

2. Review past action items

(a) Finalize minutes from April 22, 2014 consultation meeting

During the June 10, 2014 meeting, the consulting parties were requested to submit comments on the April 22, 2014 draft meeting minutes to Dobra Payant on or before June 20, 2014. No comments were received. The minutes were deemed "final" and entered as part of the project record.

(b) Review draft minutes from June 10, 2014 consultation meeting

The draft minutes from the June 10, 2014 consultation meeting were distributed to consulting parties by WisDOT on July 25, 2014 in preparation for the August 5, 2014 consultation meeting. Gary asked if there were comments on the June 10 minutes and there were no comments.

Any comments on the June 10, 2014 meeting minutes should be sent to Dobra Payant before September 2, 2014.

(c) Review of action items from June 10, 2014 consultation meeting

Gary Whited reviewed the status of the action items from the June 10, 2014 consultation meeting:

1. WisDOT will confirm the date/time for the August 5, 2014 consultation meeting and notify consulting parties. *Done.*
2. FHWA will prepare a response to comments made by the consulting parties on the Assessment of Effects memo, dated April 22, 2014. FHWA will prepare a Revised Assessment of Effects memo for presentation during August 5, 2014 consultation meeting. *In progress.*
3. Bethaney will work with Glenn Madderom, Glenn Elliott and others with VA/NCA to review their comments on the noise analysis and the Section 4(f) definitions of a "park" to determine correct classification of Wood National Cemetery. Glenn E. will find the VA/NCA Management Plan to verify their own classification of the cemetery. Results of these discussions will be shared with the consulting parties. *In progress.*
4. Betsy will provide additional information about the Madison, Indiana river crossing mitigation. *Pending.*
5. A list of potential noise mitigation measures will be created in preparation for the August 5th meeting. *A power point presentation has been prepared.*

3. Summary of morning field trips

Charlie Webb presented a brief summary of the field trip that took place during the morning of the August 5, 2014 consultation meeting. He explained that a group first went to the Wisconsin State Fair to see the three-dimensional scale models of the Double-deck (All Up option) and At-Grade alternatives. He noted that the models would be displayed at the State Fair grounds for the 10-day duration of the fair. He stated that the models could be available for viewing at the next consultation meeting.

The State Fair group met with the second field trip group at the Story Hill neighborhood. In preparation for this meeting, the study team set up a series of helium balloons, which were floating at elevations representing approximate heights of the eastbound I-94 exit ramp to US 41/Miller Park Way and eastbound mainline with the Double-deck alternative. Under the Double-deck alternative, eastbound I-94 would be the top level and would be returning to grade through this segment of the project. The balloons were set up in the Miller Park parking lot to represent the approximate location of the reconstructed eastbound freeway that would be shifted to the south, away from the Story Hill neighborhood. An exhibit depicting the balloon location and heights was handed out to participants.

The group then went to Calvary Cemetery to view existing I-94 from the cemetery grounds. An exhibit was provided depicting the location and heights of features that would approximate the height of the Double-deck alternative All Up option to help with visualization.

Gary asked if any questions arose during or after the field trips. Jim Draeger thanked the Department for setting up the field trips and stated that they were very helpful and much more useful to get a better sense of the area than just from maps and exhibits. MaryAnn Naber said that being able to physically hear the noise next to the freeway rather than just seeing the numbers on paper was also very valuable.

Hazem Isawi asked for clarification of Story Hill District numbering. He said that he saw signs for Story Hill District #1 along Story Hill Parkway, while this part of the neighborhood should be Story Hill Historic District #2 and #3. John Vogel noted that he developed those numbers for Story Hill (i.e. 1, 2 and 3) for the DOE to differentiate between the three neighborhoods. Carlen Hatala noted that this is how the Story Hill neighborhoods are represented on the subdivision plats.

Editorial Sidebar

Following the meeting on August 5, the study team accessed the Milwaukee County Records and Plats of Survey and confirmed that the Story Hill District #2 and #3 are located in the area closest to I-94. Additionally, the study team could not locate any signage in the area referring to the neighborhood as “Story Hill #1”.

4. Summary of adverse effects

Bethaney began the discussion of the summary of adverse effects. She noted that FHWA is still compiling and responding to comments and that the revised effects assessment memo is being updated based on comments to date. The half interchange at Hawley Road is a new alternative introduced since the completion of the first draft of the memo. This option will not change the findings of effect but more information will be added to the memo as a result of this new option. The memo also needs to be updated to document the determination that FHWA announced at the June consultation meeting that FHWA now agrees with the consulting parties that the Double-deck alternative would have a potential adverse effect on Story Hill #2 and #3 and Calvary Cemetery. Bethaney reiterated that the Double-deck alternative would potentially have an adverse effects on the Soldiers Home NHL, Calvary Cemetery, and Story Hill #2 and #3. Gary asked Bethaney when the revised memo would be shared with the group and she responded that she hoped to have a document for review by the end of August. The revised effects memo will be sent out to all parties when finished.

Gary Whited then asked if there were any comments. Betsy Merritt asked if the revised memo is going to include the recent noise discussions. Bethaney replied that the noise analysis memo is a separate document but could be attached to the revised effects memo. Charlie Webb also responded that the project team was planning on addressing noise comments from the National Trust for Historic Preservation with a separate memo. Charlie said that the noise responses can be sent to all consulting parties. Brian Bliesner mentioned that all noise information can also be found in the Draft EIS. MaryAnn Naber made a comment that under Section 106, there is an additional dimension to noise effects analysis. The effects from noise on the setting, feeling, and association of the historical properties is distinct from the noise impacts analysis to all non-historic properties in the EIS.

Charlie asked the group if a noise wall is constructed near Story Hill #2 and #3 under the At-grade alternative, would the wall constitute an adverse effect on the district. He noted this issue had been discussed at the June meeting but was not resolved. The consensus of the consulting parties was that a noise wall adjacent to Story Hill #2 and #3 under the At-grade alternative would convert “no adverse effect” finding to an “adverse effect” finding for the district. Genell Scheurell said that at the last consultation meeting the group left off with the Department requesting potential mitigation ideas. Charlie reiterated to the group that there is a separate process for determining if a noise wall is reasonable and feasible and it generally occurs after NEPA is complete.

Bethaney moved on to say that she received comments from the National Cemetery Administration (NCA) as to whether FHWA would change the noise activity category for Wood National Cemetery to Category A from Category C. Bethaney stated that there are few places in the U.S. that FHWA recognizes as Category A. These places include the Tomb of the Unknown Soldier in Arlington National Cemetery and the National Park Service’s Wolf Trap amphitheater. FHWA headquarters reviewed NCA’s request and maintain that Wood National Cemetery falls under Category C. MaryAnn said that even though it is a Category C resource for the noise analysis, it is still a significant historic property under Section 106.

MaryAnn Naber also noted that whether Wood National Cemetery is listed under Category A or Category C should not matter in this case. The specific noise category a property is placed in is part of the NEPA noise analysis. A historic property such as Wood National Cemetery would have additional analysis of noise effects to the property under the Section 106 process. As part of the Section 106 process the study team must analyze impacts to the resource and determine if there is diminishment of integrity of feeling, setting, and association. Noise impacts are an element of this analysis. She added that it functions as a cemetery under existing conditions and can still function as a cemetery even though its feeling, setting and association are compromised to some extent by noise. She said that the existing noise conditions should be used as a baseline for analysis.

Michele Curran noted that I-94 was built prior to NEPA and asked if that is taken into account. MaryAnn Naber said that FHWA, like all agencies when they are administering NEPA, use the existing conditions as the baseline to determine impacts.

Glenn Elliot stated that he appreciated MaryAnn's' comments, but that this issue will need to be resolved at higher levels between the two agencies.

Carol Legard said that even though there will not be much of a change in noise levels, the measures to mitigate the adverse effect of the Double-deck alternative could perhaps offer an opportunity to mitigate previous effects. The measures could be considered enhancements (reducing the level of noise to below existing conditions). She brought up the example of the I-70 Mountain Corridor project in Colorado where the DOT took measures to reduce the existing noise levels. Bethaney noted the study team will continue to look at the noise impacts and potential mitigation.

Next, Bethaney noted the NCA requested FHWA consider Wood National Cemetery as a park under Section 4(f). FHWA stated that following additional review with headquarters, they still believe that Wood National Cemetery's primary use is not as a park but as a cemetery. However, it is still protected under Section 4(f) as a historic property. MaryAnn added that the Wood National Cemetery gets no less consideration under Section 4(f) as a historic property than it would as a park. Although the VA/NCA would not be an official with jurisdiction under Section 4(f), they would have a voice through the SHPO, Advisory Council and NPS. Glenn Elliot stated that the NCA disagrees with FHWA's interpretation. NCA wants to be an official with jurisdiction under Section 4(f) and feel, currently, they don't have representation. NCA contends that this issue will need to be resolved at higher levels between the two agencies. Mary Ann reaffirmed that Wood National Cemetery is treated no differently under Section 4(f) whether it is a park or a historic site.

Gary summarized that we "agree to disagree" at this point, so the group could move on with the agenda. Bethaney said there will be follow-up conversations between NCA and FHWA on this topic.

5. Summary of Public Involvement Outreach

Jason Lynch spoke about the Public Involvement Meetings that took place on June 16 and 17. The team received many diverse questions and comments. The comments focused on the At-grade and Double-deck alternatives and access at Hawley Road. He stated that the team is still gathering those comments, and at the next consultation meeting, the team should have a more complete record of those comments. This record will include a summary of comments received at the State Fair.

Genell Scheurell noted that while she was at State Fair earlier that day she felt that the two models weren't being objectively represented and that the Double-deck alternative's drawbacks on historic resources was not mentioned to people at the booth when she was there. Tom Pettit replied that the booth was getting roughly 350-550 people per hour and that it's difficult to give everyone a full explanation of the models and the project's impacts on all resources within the 20- to 30 seconds that most fairgoers stay at the booth. Jason Lynch indicated that the project team members were attempting to present each model fairly, stressed that no decisions or preferences had been made, and that the team was soliciting positive and negative comments on both alternatives. Brad Heimlich also stated that prior to the State Fair, the team members staffing the booth had a training session in which both options were to be presented equally and that no decisions or preferences have been made.

Michele Curran asked if the models show or say National Historic Landmark on the Soldiers' Home property. Brad Heimlich said that the model doesn't say National Historic Landmark but it shows the names of the cemeteries, including Wood National Cemetery. Glenn Madderom requested that a video or pictures of the models be sent to the group (for those who were unable to see them). The project team said they will do this when the model comes back from the State Fair. Michele Curran asked what weight the State Fair comments had, and Charlie responded that they have the same weight as those received during the PIMs and all other comments received.

Dawn McCarthy said she attended a WisDOT public information meeting on the project and staff tried to tell her veterans liked the Double-deck alternative because it would have less noise impact.

The group then broke for lunch.

6. Discussion of minimization measures and potential mitigation ideas

Brian reconvened the group after lunch with a brief statement trying to refocus the group on the objective of the meeting.

Tom Pettit explained a few items on noise walls near Story Hill #2 and #3 (this was brought up earlier in the meeting). He explained that these noise walls have been determined to be reasonable and feasible per WisDOT's noise policy. Betsy Merritt asked whether the alignment of the noise wall on the image and on the model were different. She noticed more vegetation between the wall and Story Hill on the model. She also asked what reduction in vegetation this wall will create. Tom said that all the existing vegetation would be removed during construction of the noise wall. Betsy said that removing all the vegetation would increase the adverse effect. Brian Bliesner noted that re-establishing the vegetation may be part of the mitigation discussion. Also, Tom Pettit and Brad Heimlich noted that the models for this area won't show enough detail to fully describe the potential vegetation loss and potential replanting around the noise walls.

Jim Draeger said he has heard that noise walls can increase noise levels. Jay said that noise walls can sometimes affect the frequency of the noise which can give the perception of higher noise level.

Genell Scheurell asked what the actual height of the noise wall was when compared to Story Hill Parkway. Charlie summarized that the wall height would vary from about 15 feet at its west end to about 25 feet at the northeast end. Betsy asked how much would noise levels be reduced as result of a noise wall. Jay and Charlie said it would be reduced by about 8 to 10 decibels.

In response to a question from Jim Draeger, Jay noted that a 'receptor" is a house, school, park or other structure. Rebecca Graser asked how far behind the wall people would notice a drop in noise levels due to a wall of that height. Jay said the noise model determines that, but it is typically two rows of houses behind the wall, and those would be the people who would vote on whether they wanted a noise wall or not, in accordance with WisDOT policy.

Jay Waldschmidt noted that the decision whether or not a wall will be built is based on a vote by the benefited receptors within the neighborhood. The wall may or may not even be built based on those votes. He described some successes in the southwest region of encouraging vine growth on noise walls. Carlen Hatala indicated that the removal of the trees in the Story Hill neighborhood would be a significant issue; her sense is that people in the neighborhood generally oppose a noise wall.

Ben Goldsworthy then gave a power point presentation on potential noise mitigation options. Jay Waldschmidt provided additional commentary on noise mitigation as the presentation progressed. The presentation reviewed the range of noise mitigation options. A noise wall is the only option that would be feasible in a tight urban corridor like this one. Noise walls can be made from a variety of materials, including wood and concrete. Clear acrylic noise walls have been used in locations where preserving a view is important. Acrylic noise walls are very expensive and require more maintenance. They also do not absorb any sound, rather they reflect sound which may affect noise receptors across the roadway.

After the presentation, Carol Legard asked if the higher cost of the acrylite transparent noise walls would be reasonable for Section 106 mitigation. Jay Waldschmidt responded that the Section 106 process and discussion of the visual effects to a historic property must be considered together with the standard noise process of determining reasonableness and feasibility of noise wall systems. He noted that the cost of any potential noise mitigation would have to be considered.

Michele Curran said that if WisDOT and FHWA are willing to consider paying an additional $185 million for the Double-deck alternative then paying an additional $1 to $2 million for acrylic noise walls should not be a concern.

Jay led the group through a discussion regarding Federal and State noise policies and processes. The discussion continued on the number of receptors at the Wood National Cemetery. At this point, in the noise analysis, Wood National Cemetery is considered one representative receptor, but Jay indicated that his recent survey of other States' noise receptor practices for cemeteries identified some examples where additional receptors were considered at gathering places for memorial ceremonies and internment ceremonies within a cemetery property.

Glenn Elliot noted that there are numerous shelters for ceremonies on the Wood National Cemetery grounds and that these should be considered receptors. Glenn Elliot will provide information regarding the number of shelters and gathering places that could represent multiple receptors at the Wood National Cemetery, and he will ask other National Cemeteries how this is issue has been handled. Glenn asked for a meeting between WisDOT/FHWA and the adjacent cemeteries to discuss what would be considered a receptor site.

It was discussed that a noise wall at the Soldiers Home NHL could convert the At-grade alternative from a "no adverse effect" finding to an "adverse effect" finding due to the visual impacts from the noise wall, depending on the design and construction of the noise wall. MaryAnn noted the study process is following 36 CFR 800.6(a) and there is an opportunity for Section 106 consulting parties to influence the selection of the preferred alternative. This is part of evaluating alternatives to determine whether they avoid impacts to historic sites and/or minimize harm. Jim Draeger noted the At-grade alternative has potential to have no adverse effects while the Double-deck does not have that potential.

Returning to the subject of the potential Story Hill noise wall, Jay Waldschmidt suggested that the resident vote for a noise wall in Story Hill should take place during the Section 106 consultation process so the consulting parties know whether a wall would be built or not and the study team could analyze the impacts to the district. Carol Legard noted that if adjacent residents don't want a wall then it is probably not a good Section 106 mitigation measure.

Gary Whited then asked if the group wanted to move into discussions about potential mitigation measures in for the Soldiers' Home NHL. It was suggested that this conversation about noise mitigation in the NHL could wait until the NCA and FHWA discuss what receptors should consider as representative noise receptors within the cemetery (to qualify for a noise wall under WisDOT policy). Brian Bliesner asked about the lower deck, if the Double-deck option was chosen. Jay Waldschmidt said the model took into account an open wall and a 42-inch safety barrier.

7. Updated Section 106 milestone schedule

Dobra Payant reviewed the updated Section 106 Milestone Schedule.

Jim Draeger asked how the schedule can show having a Documentation for Consultation (D for C) without a preferred alternative identified. John Vogel replied the D for C would cover all current alternatives, not just a preferred alternative. He also stated that this would be non-typical for a D for C. MaryAnn Naber agreed that this approach would be non-conventional, but would be in conformance with 36 CFR 800.11(f) on all possible planning to minimize harm.

Betsy Merritt noted that she was uncomfortable with what seemed to be a short timeframe between the Draft MOA and Final EIS. Carol Legard said the Draft MOA should be developed after a preferred alternative is chosen, but had no suggestions on how to change the timeframe. Brian Bliesner noted the he understands that this is an ambitious schedule and that the group should aspire for it, even though the schedule could change in the future.

Bethaney and MaryAnn both indicated that FHWA understands the concerns regarding the tight timelines. Bethaney stated that this is the reason the project team has spent so much time on the front

end for the consulting parties to better understand the alternatives, their impacts, and the potential mitigation strategies that could be employed with any of the alternatives.

After further discussion, Betsy accepted the schedule as presented, but wanted to express her discomfort about the compressed schedule.

8. Meeting wrap up and next steps

Gary Whited asked if there was a need for a meeting next month (September). Jim Draeger said that he did not see a need. The group agreed. The day/time selected for the next meeting was October 16th from 9-11 AM. It is planned to be a teleconference meeting, with the options for locals to attend in person.

Gary wanted to verify with the group, before the meeting concluded, if there was desirability for a wall at Wood National Cemetery under the At-grade alternative. Jim Draeger said that visual continuity between the portions of Wood National Cemetery north and south of I-94 is significant, and if broken, would be an adverse effect to Wood National Cemetery. Jim stated that one of the reason the property is a NHL is because of the landscape significance. Anything that disrupts the view from one side to the other would be an adverse effect. The NPS agreed with Jim Draeger's statement regarding visual continuity and the adverse effect that would result from breaking that continuity. The NCA think a noise wall would be an adverse effect on the NHL as well, but they are on record requesting a noise wall to reduce noise through the cemetery under any of the current alternatives. Betsy Merritt concurred that a noise wall would cause an adverse effect.

Gary asked the group if an acrylic transparent noise wall option would also constitute an adverse effect on the NHL. Jim Draeger said that a wall is a wall regardless if it is transparent or not. Jim said that the acrylic transparent wall would minimize the effect but would still result in an adverse effect on the NHL. Jim said that the SHPO will not support an acrylic noise wall. Glenn Elliot and Glenn Madderom indicated that they would support either an acrylic transparent wall or a standard noise wall with aesthetic treatments and interpretive displays.

Gary asked the group if they felt a noise wall at Wood National Cemetery under the Double-deck alternative would constitute an adverse effect on the NHL. Jim Draeger said that it would have an adverse effect. Jim also reiterated that visual is more important to SHPO than noise. He stated that the site is listed not because of quiet. SHPO's concern is visual and landscape, not noise. Glenn Elliot reiterated that the NCA/VA primary concern is noise and a reduction of the noise levels would be essential to the cemetery.

Jim Draeger asked if the project team ever looked at changing the vertical profile of the roadway under the At-grade alternative. Tom Pettit noted that there isn't much room (horizontally) unless we further reduce lane or shoulder widths. He said that retaining walls may be needed if the road is lowered to a certain point. The project team will evaluate lowering the freeway under the At-grade alternative and provide results of this evaluation to the consulting parties.

Rebecca Graser noted that if this alternative (lowering the freeway under the At-Grade alternative) is evaluated, whether or not it has merit, it should be documented in the Draft EIS.

Gary asked of there were any other mitigation measures that consulting parties wanted to propose. None were offered.

Action items from August 5, 2014 consultation meeting

Key action items identified as a result of discussions at the August 5, 2014 consultation meeting are listed as follows:

1. WisDOT will confirm the date/time for the October 16, 2014 consultation meeting and notify consulting parties.

2. Consulting parties will send comments on the June 10, 2014 meeting minutes to Dobra Payant before September 2, 2014.

3. The project team will evaluate lowering the freeway under the 8LAG alternative and provide results of this evaluation to the consulting parties.

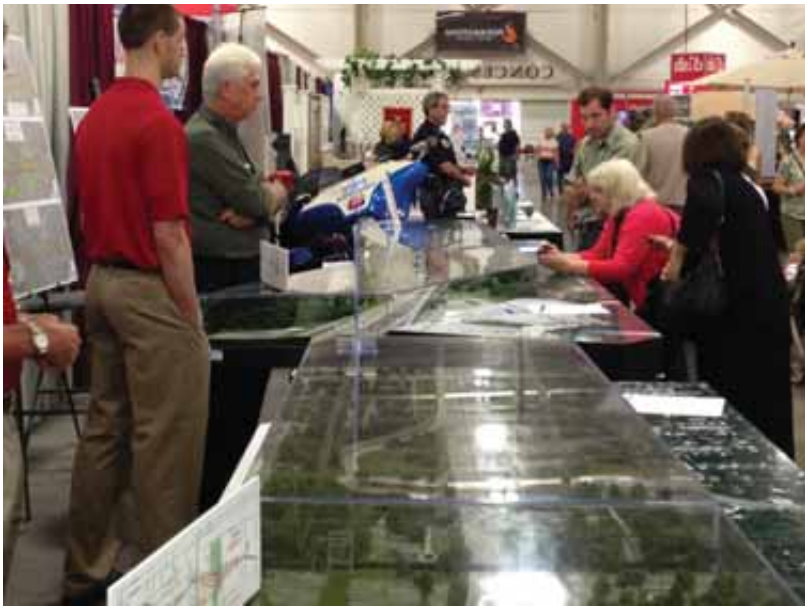
4. FHWA will aim to provide consulting parties a revised Determination of Adverse Effects memo by the end of August.

5. Glenn Elliott will canvas other National Cemeteries that have been involved in adjacent highway reconstruction projects to see how the number of receptors in the cemetery was determined.

6. FHWA will provide response letter to the NCA by the end of August. Results of these discussions will be shared with the consulting parties. NCA will give FHWA their thoughts on what representative noise receptors should be considered within Wood National Cemetery. Follow-up conversations to occur between FHWA, NCA and WisDOT.

7. WisDOT will provide a summary of June 16 and 17, 2014 PIMs and State Fair comments at next consultation meeting.

8. WisDOT will send consulting parties a video and/or pictures of the project models once the State Fair is complete and the model can be photographed without reflections.



Noise Abatement Measures: WisDOT FDM Chapter 23 Section 35

- A receptor is defined as "A discrete or representative location of a noise sensitive area(s) for any of the land uses listed in FDM 23-30, Table 2.1 where frequent human use occurs and a lowered noise level would be of benefit"
- When a noise impact occurs at a receptor, a determination must be made if noise mitigation is feasible, reasonable, and likely to be incorporated
- Feasible: a minimum of one impacted receptor or common use area must achieve a 5 decibel noise reduction
- Reasonable: total cost of noise abatement measure may not exceed $30,000 per benefited receptor. To be considered a benefit, an impacted receptor must receive a minimum 8 decibel noise reduction

Noise Abatement Measures: WisDOT FDM Chapter 23 Section 35

- If a noise barrier is determined to be reasonable and feasible it must receive a vote of support from a simple majority of all votes cast by adjacent landowners and residents of the benefited area
- A public involvement meeting will be conducted to provide adjacent landowners and residents of the benefited areas an opportunity to ask questions and learn of the voting process

Potential Noise Abatement Measures

- Traffic Control Measures
- Pavement Type
- Berms
- Vegetation
- Soundproofing
- Noise Walls

Noise Abatement Measure: Traffic Control Measures

- Prohibition of certain vehicle types (trucks) or restricting vehicles from operating during noise sensitive times of day
  - *Incompatible with project purpose and need*
- Lowering speed limit would reduce sound levels
  - *A 10 mph change results in about a 3 dB reduction*
  - *Runs counter to user expectations and creates safety issue*
  - *Incompatible with project purpose and need*

Noise Abatement Measure: Pavement Type

- Selection of pavement type and texture is based on engineering and economic analysis (life cycle cost), specifically safety and durability concerns
- Noise level is not a determining factor in selection of pavement: Asphalt or Concrete
- It is not clear that variations in noise from pavement and tires is substantial when compared to noise from exhausts and engines, especially when there are a large number of trucks (FHWA)

Noise Abatement Measure: Pavement Type

- Open graded asphalt pavement can initially produce a noise reduction but benefit is lost as voids in pavement fill up
- Open graded asphalt does not work in Wisconsin because of freeze/thaw cycles

Noise Abatement Measure: Berms

- Construction of earthen mounds in a natural, unsupported condition
- Typically constructed with surplus material from construction site
- Generally occupy more space than a noise wall
- Due to right of way limitations, construction of berms is neither feasible or reasonable

Noise Abatement Measure: Vegetation

- Vegetation , if high enough, wide enough, and dense enough, can decrease traffic noise
- It takes a 100' dense depth of trees to achieve about a 5 dB reduction
- Often difficult to plant enough vegetation to obtain desired result

Noise Abatement Measure: Soundproofing

- Only for Land Use Activity Category D properties (Auditoriums, day cares, hospitals, libraries, places of worship, etc.)
- Assumes all possible design measures taken to minimize noise
- Only studied after exhausting all outdoor options
- Not applicable for this project

Noise Abatement Measure: Noise Wall

- Typical noise abatement measure if other no/low cost abatement measures will not reduce sound levels or are not feasible
- Noise walls are typically made of pre-cast, composite, sound **absorptive** panels that can have different texture looks and colors
- Noise walls can be constructed on berms
- Visual character of noise wall should reflect the character of the surrounding environment as much as possible

Noise Abatement Measure: Noise Wall

- Noise walls are less effective for homes on a hillside overlooking a road
- Computer models determine the height of the wall needed to provide required noise reduction
- Benefit of noise wall decreases as you move farther away from wall and is negligible at distances greater than 500 feet
- Current barrier cost is about $26 per square foot per side of road
- All noise wall systems must be prequalified by WisDOT

Noise Abatement Measures: Transparent Noise Wall

- Reduce highway noise while preserving visibility and light
- Do not absorb noise, only reflect noise
- Violates WisDOT's absorptive noise barrier policy in urban areas
- More expensive than traditional noise barriers
- Higher cost must be incorporated in reasonableness test

DRAFT

Section 106 Consultation Meeting

I-94 East-West Corridor Study
(70th Street to 16th Street)
Milwaukee County
Project I.D. 1060-27-00

Meeting Date: August 29, 2013

Location: WisDOT Office, 1001 St. Paul Avenue, Milwaukee

Purpose: This was the second meeting in the ongoing National Historic Preservation Act Section 106 consultation process. The e-mail meeting invitation provided an opportunity to attend in person or by teleconference. The purpose was to present additional information to address action items identified at the July 15, 2013 meeting. The following materials were circulated electronically to the consulting parties ahead of the August 29 meeting with hard copies also provided to those who attended in person:

- Draft meeting notes from July 15, 2013 consultation meeting (action items on pages 11 and 12)
- Updated Area of Potential Effects (APE) and historic resources map
- Comparison table for alternatives through the cemetery area (Hawley Road to Mitchell Boulevard)
- Summary of traffic data for roadway/access serving the Veterans Administration facility
- Report on previously moved graves in the Wood National Cemetery for construction of existing I-94
- Report on the elevation of previously moved graves in the Wood National Cemetery

Participants:

Lead Agencies: Federal Highway Administration (FHWA) and Wisconsin Department of Transportation (WisDOT)		
Bethaney Bacher-Gresock FHWA Wisconsin Division, Madison	Tony Barth - *teleconference* WisDOT Southeast Region, Waukesha	Keegan Dole WisDOT Southeast Region, Waukesha
MaryAnn Naber – teleconference Historic Preservation Officer FHWA Headquarters Office	Dobra Payant WisDOT Southeast Region, Waukesha	James Becker WisDOT Cultural Resources, Madison
David Nguyen WisDOT Southeast Region, Waukesha	Jason Lynch WisDOT Southeast Region, Waukesha	Jason Kennedy WisDOT Cultural Resources, Madison
Project Consultant Team		
Brad Heimlich CH2M HILL	Mark Maday CH2M HILL	David Keene Archaeological Research Inc.
Charlie Webb CH2M HILL	Tom Pettit CH2M HILL	John Vogel Heritage Research Ltd.
Ben Goldsworthy - *teleconference* CH2M HILL	Mary Ellen O'Brien Transportation Environmental Mgmt.	
Meeting Facilitator		
Gary Whited College of Engineering, UW - Madison		
Section 106 Consulting Parties		
Sherman Banker - teleconference Wisconsin Historical Society Historic Preservation Division	Megan Daniels - teleconference Project Manager Milwaukee Preservation Alliance Inc.	Carlen Hatala Senior Planner City of Milwaukee Historic Pres. Commission
Kimberly Zunker Cook - teleconference Wisconsin Historical Society Historic Preservation Division	Genell Scheurell - teleconference National Trust for Historic Preservation Chicago Field Office	Howard Karsh Beth Hamedrosh-Hagodel Cemetery
Matthew Cryer - teleconference Section 106 Program Manager Zablocki VA Medical Center	Brian Lusher - teleconference VA liaison, Advisory Council on Historic Preservation (for Carol Legard, FHWA Liaison)	
Kathleen Schamel - teleconference Historic Preservation Officer Department of Veterans Affairs	Elizabeth (Betsy) Merritt – teleconference Deputy General Counsel National Trust for Historic Preservation	

Agenda and Discussion:

1. Welcome and Introductions

Gary Whited (meeting facilitator) opened the meeting with brief remarks about the purpose, agenda, and other aspects of how the meeting would proceed. Participants were asked to introduce themselves and identify their agency affiliations and roles.

2. Review of Action Items from July 15, 2013 Meeting

Gary Whited asked if participants had a chance to review the draft meeting notes from the July 15 meeting and if so, whether there are any comments. After brief further discussion, it was agreed that participants would provide any comments on the meeting notes to Dobra Payant (WisDOT SE Region) on or before Monday, September 16, 2013.

Gary noted that the action items identified at the July 15 meeting are listed on pages 11 and 12 of the July 15 meeting notes. Most of the action items have been completed, but some are still in progress such as developing the list of potential adverse effects for the alternatives through the cemetery area.

Due to the short timeframe for the August 29 meeting, Gary suggested that discussion focus on the most critical action items that need to be finalized/resolved in order to continue progressing through the Section 106 process. WisDOT will keep consulting parties informed about the status of other activities through e-mail contacts.

Action Item #2: ***Prepare exhibit showing the Area of Potential Effect (APE)***

John Vogel (Heritage Research Ltd) recapped how the initial APE was determined (based on resources immediately adjacent to or fronting on I-94 and resources adjacent to interchange areas or other locations where side roads would be reconstructed or moved). He noted that the APE has been refined to reflect input from the July 15 meeting, extension of the project's east terminus to 16th Street, and additional design refinements at the Hawley Road interchange and other locations.

John walked through the currently proposed APE using Exhibit 3-22 which illustrates the proposed APE as well as the boundaries for the Soldiers Home and Soldiers Home Reef National Historic Landmark (NHL) properties, the Story Hill residential historic district that was already found eligible to the National Register of Historic Places (NRHP), two additional Story Hill residential areas for which a determination of eligibility (DOE) is being reviewed by the SHPO, and boundaries for the Beth Hamedrosh Hagodel and Spring Hill cemeteries (DOEs being reviewed by the SHPO). John noted that the two additional Story Hill residential areas have been recommended eligible to the NRHP, but not the two additional cemeteries.

MaryAnn Naber (FHWA) asked why the entire Miller Park stadium is shown as being within the APE but not the entire Soldiers Home NHL. She noted there needs to be good justification for the APE and recommended that WisDOT consider expanding the APE to include the entire Soldiers Home property south of I-94 to parallel what has been done for the Miller Park stadium.

Charlie Webb (CH2M HILL) explained that the APE as currently shown on the south side of I-94 was based on topography; where the freeway would be visible from the VA complex with the double deck alternative that would be about 25 feet above the current freeway elevation.

Sherman Banker stated the APE should be concurrent with the NHL boundaries north and south of I-94. Because traffic patterns and access are factors in evaluating effects, the APE should also include areas that could be affected by changes in traffic or access. Sherman also suggested that the Calvary Cemetery north of I-94 also be looked at as being in the APE due to possible visual effects from the double deck alternative.

After further discussion, it was agreed that WisDOT and FHWA will review the currently proposed APE and determine whether any changes are needed. The results will be shared with the consulting parties as soon as possible.

***Action Item #7:* Develop comparison information, including costs, for alternatives through cemetery area**

Brad Heimlich (CH2M HILL) reviewed the handout titled Comparison of Alternatives – West Leg and Cemetery Area. The table evaluates the three double deck options (All up, Split the Difference, All Down) and the At Grade alternative. Comparison parameters in the first column of the table are for the entire west leg of the I-94 project from 70th Street to Mitchell Boulevard, including the cemetery area between Hawley Road and Mitchell Boulevard. The entire west leg was included because design options through the cemetery area influence design options west of the cemetery. Refinements are still in progress so the table provides a snapshot of what we know today.

Brad mentioned that WisDOT is considering renaming the Split the Difference alternative to something like Partially Depressed alternative. This is because the bottom level with this alternative would not actually be mid-way between the All Up and All Down alternatives due to engineering constraints. If the lower level of the Split the Difference/Partially Depressed alternative was more than 8 feet below grade it would require the same life safety elements [*discussed on page 4*] as the All Down alternative.

Key aspects of the comparison parameters were reviewed as follows:

Cost estimates

- Cost estimates are for the entire west leg from 70th Street to Mitchell Boulevard.
- Cost estimates are for design, real estate, utilities, construction and mitigation in 2013 dollars.
- The two cost numbers shown for the All Up and Partially Depressed alternatives reflect the difference between an open design and using sidewalls with openings/portals.
- Fully enclosed sidewalls would add $5-$25 million more to the cost of the All UP and Partially Depressed alternatives for ventilation and fire/safety elements.
- There would also be long-term maintenance costs that are not reflected in the cost estimates. These would include bridge and road repairs for all of the alternatives, and lighting, ventilation, fire protection, drainage and other elements related to the tunnel alternatives.

David Nguyen (WisDOT Southeast Region) asked whether the costs for the At Grade alternative include any work at the Hawley Road interchange. Brad stated that the costs for the At-Grade alternative include removal of the Hawley Road interchange (the Hawley Road interchange would be removed with the At Grade alternative because the narrow roadway cross section under this alternative would not allow for interchange ramps).

Kathleen Schamel (Department of Veterans Affairs) asked about the length of the west leg (70th Street to Mitchell Boulevard). Brad stated the west leg is about 1 mile in length.

Purpose and need

- The purpose and need factors are pavement condition, design deficiencies, traffic demand and safety. Key objectives are to provide Level of Service (LOS) D or better in Design Year 2040, replace deteriorated pavement and other infrastructure, and address safety concerns such as substandard traffic weaving distances and length of interchange ramps.
- The At Grade alternative would not meet project purpose and need because it would not provide LOS D in Design year 2040. Also, the substandard lane widths and no shoulders with this alternative increase its crash potential. The At Grade alternative would also require removal of the Hawley Road interchange.
- All of the double deck alternatives would meet purpose and need.

Constructability

- Construction timeframes range from 1-1.5 years for the At Grade alternative to as much as 3 years for the double deck alternatives.
- Full freeway closures would be required to varying degrees for all of the double deck alternatives, but not the At Grade alternative.
- The All Up and Partially Depressed alternatives would require 30-45 night time full closures.
- The most substantial closure would be for the All Down alternative for which the freeway would need to be closed for at least 6 months and traffic would need to be detoured.

Mark Maday (CH2M HILL) emphasized that “full freeway closure” means there would be no open traffic lanes on the I-94 freeway during those periods.

Tom Pettit (CH2M HILL) noted that there will be some night time full freeway closures in other segments of the I-94 corridor for construction of this project.

Sherman Banker (WHS) asked about the heights of the freeway under the double deck alternatives compared to the existing freeway elevation and how this relates to the APE. Brad Heimlich stated that the All Up alternative would be bout 30 feet higher than existing I-94 and the Partially Depressed alternative would be about 20 feet higher (as shown in the comparison table). The APE was based on the worst case scenario with respect to visibility to and from the elevated freeway.

Life safety/fire elements

Brad Heimlich noted this comparison parameter is a work in progress and that it includes safety factors other than vehicular crashes. He reminded the group that crash prediction modeling for the alternatives indicates the At Grade alternative would have 25-30 percent more crashes than the double deck alternatives due to the narrow lanes and no shoulders.

Mark Maday explained that fire and safety elements relate to egress from the roadway if an incident occurs inside the tunnels/structures for the double deck alternatives. For the portions of the freeway that would be at or above the ground surface, drivers and passengers can get to safety on foot. Portions of the freeway that would be below ground would present the main problem because some type of exit stairways would be needed. Accommodating stairways would require making the freeway wider or the shoulders narrower.

Mark stated that another major concern with tunnel options is ventilation. With the All Up or Partially Depressed alternatives it is assumed there would be enough openings on the sides to allow normal/passive ventilation. With the tunnel options, mechanical ventilation systems would be needed. This would require several feet of additional space between the top and bottom levels of the double deck freeway to accommodate the ventilation equipment.

Brad noted that life safety and fire elements should be kept in mind when evaluating effects and possible mitigation measures. While closed-in walls for the double deck alternatives could reduce noise and provide screening for visual effects, they would introduce additional costs, height, and challenges with egress and ventilation.

Zablocki Drive

- Zablocki Drive currently passes over I-94 providing a connection between the portions of the Wood National Cemetery north and south of the freeway.
- The Zablocki Drive bridge needs to be replaced under all of the alternatives; it currently has low clearance above the freeway shoulder and is not long enough to accommodate the At-Grade alternative.
- Under the At Grade and All Down alternatives, the Zablocki Drive bridge would be replaced at its current location; the new bridge would be higher than the existing bridge and there would be some construction on the approaches to the new bridge.
- Under the All Up and Partially Depressed alternatives the existing Zablocki Drive bridge would be removed; Zablocki drive would be moved east next to Mitchell Boulevard and would pass under I-94.
- Zablocki Drive and Mitchell Boulevard traffic would be separate.
- Replacing the Zablocki Drive bridge and/or moving Zablocki Drive toward Mitchell Boulevard would both require some construction within the NHL boundary.

Betsy Merritt (National Trust for Historic Preservation) asked whether there were other design options for Zablocki Drive for the Partially Depressed and All Down alternatives. Brad stated that there are other ways to handle Zablocki Drive such as terminating it as a dead-end road or combining it with Mitchell Boulevard. But, the VA wants to maintain Zablocki Drive access to the VA facility and wants it to be separate from Mitchell Boulevard traffic.

Hawley Road and Mitchell Boulevard

- Hawley Road and Mitchell Boulevard currently pass under I-94.
- Both roads would remain the same as they are today under the At Grade and All Up alternatives.
- Both roads would need to be lowered at least 8 feet for the Partially Depressed Alternative; lowering the roadways would increase the steepness of the roads and potentially cause drainage problems.
- Both roads would be rebuilt over I-94 for the All Down alternative and would need to be raised by about 25 feet over I-94; raising the roadways would affect side street and driveway access, and introduce visual impacts.

Betsy Merritt recommended looking at whether the APE should be expanded to account for raising Hawley or Mitchell by 25 feet; this could result in a visual impact away from these roads.

David Nguyen stated that the APE could also be influenced by the length of the reconstruction that would be required along Mitchell Boulevard due to the higher profile.

Howard Karsh (Beth Hamedrosh-Hagodel Cemetery) noted that one of the main challenges with the I-94 study is getting to the point where a commitment has been made for a particular alternative. The process so far is mainly academic and it is difficult to let people know with any certainty what is happening. Howard also expressed concern that future funding uncertainty, changes in agency staff and changes in the political climate in the future might affect project commitments made today. Funding issues and political decisions could lead to the At Grade alternative being favored in the future even if that's not the outcome of the current study.

Bethaney Bacher-Gresock (FHWA) acknowledged Howard's concerns and stated FHWA appreciates this type of input. As noted previously, it is FHWA's and WisDOT's priority to avoid impacts to cemeteries and graves in the I-94 project corridor. If any substantive changes were to occur after the I-94 study is completed, the Section 106 process would need to happen again. Bethaney also noted that meetings with consulting parties will continue after the EIS process is complete.

David Nguyen stated that WisDOT's project development process will help ensure that commitments made as a result of the current I-94 study are communicated and carried out in the future. If changes are made, the entire process including Section 106 consultation would need to be revisited.

Betsy Merritt asked about the cost for the total project. Brad Heimlich stated the cost estimates range from about 800 million to one billion for the entire 3.5 mile corridor.

At this point, Gary Whited noted that it was time to wrap up the meeting. He restated that WisDOT would like to receive any comments or questions the group might have on the reports and other materials that were prepared and distributed in response to the July 15 meeting action items.

3. Wrap up and Schedule

Charlie Webb noted that the overall schedule hasn't changed; the Draft EIS is targeted for completion later this year. The next in-person Section 106 consultation meeting is scheduled for October 15, 2013. In the meantime, another teleconference meeting is proposed for September. After further discussion, it was agreed that the next teleconference will be targeted for September 23, 2013 and that any comments on materials presented at the August 29 meeting should be forwarded to WisDOT prior to or at the September 23 meeting.

David Nguyen mentioned that WisDOT is contemplating moving the public hearing from November, 2013 to January, 2014. The objective would be to allow time for obtaining preliminary consensus by the consulting parties on potential mitigation measures for adverse effects so this information can be shared with the public at the hearing.

MaryAnn Naber asked what the purpose of the next meeting would be. Bethaney Bacher-Gresock stated that the main purpose would be to discuss any comments on materials presented at the August 29 meeting and any additional materials that may be developed and forwarded to the group ahead of that meeting. David Nguyen stated that unless the group feels that not enough information has been provided, the next meeting should also focus on discussing potential effects.

Sherman Banker stated that he doesn't believe the Section 106 process has been nailed down yet; there are still questions about the APE and historic resources in the APE. He requested that WisDOT prepare a specific time line that reflects the Section activities/steps.

Gary Whited thanked the group for participating in the meeting and asked for feedback on how the teleconference format worked out.

Kathleen Schamel stated that the teleconference worked well particularly since materials to be discussed at the meeting were sent ahead of time.

Sherman Banker stated he did not know in-person attendance was an option for the August 29 meeting. WisDOT will try to clarify this better in future meeting notices.

Key Action Items

Key action items identified as a result of discussions at the August 29 meeting and pending from the July 15 meeting are listed below.

1. WisDOT and FHWA will review the currently proposed APE and determine whether any revisions are needed; the results will be shared with the consulting parties as soon as possible.

2. WisDOT will prepare a time line for the Section 106 activities/steps.

3. Per pending action item #14 from the July 15, 2013 meeting, WisDOT will develop a list of potential adverse effects for the alternatives through the cemetery area and will provide this information to the Section 106 consulting parties for review and input.

4. Consulting parties will provide comments to WisDOT on meeting notes from the July 15, 2013 meeting and any other materials pertaining to that meeting on or before September 16.

5. Consulting parties will provide comments to WisDOT on materials presented and discussed at the August 29, 2013 meeting on or before the September 23 meeting.

Section 106 Consultation Meeting

I-94 East-West Corridor Study
(70th Street to 16th Street)
Milwaukee County
Project I.D. 1060-27-00

Meeting Date: February 13, 2014

Location: WisDOT Office, 1001 St. Paul Avenue, Milwaukee

Purpose: This was the eighth meeting in the ongoing National Historic Preservation Act Section 106 consultation process. The e-mail meeting invitation provided an opportunity to attend in person or by teleconference/webinar. The purpose was to present and discuss materials developed to address action items from the January 10, 2014 consultation meeting, obtain additional input on potential adverse effects for the all down alternative, and to continue preliminary discussion on mitigation measures.

The following materials were posted on the webinar site for the February 13, 2014 consultation meeting. Materials circulated to consulting parties ahead of the meeting are underlined:

- Draft minutes from the January 10, 2013 consultation meeting
- Notes from WisDOT's December 6, 2013 meeting with the Zablocki Medical center
- Revised exhibit on past, present and proposed alignments for Zablocki Drive and Mitchell Boulevard
- Visual simulations illustrating maximum openings in freeway wall for all up and partial down alternatives
- Land transfer history map from Soldiers Home NHL HALS report showing NHL and NRHP boundaries
- Safety Analysis Memorandum
- Section 106 Action Item Tracking Form
- Updated table - Potential Effects on Historic Resources

Participants:

Lead Agencies: Federal Highway Administration (FHWA) and Wisconsin Department of Transportation (WisDOT)		
Bethaney Bacher-Gresock FHWA Wisconsin Division, Madison	Dobra Payant WisDOT Southeast Region	Brian Bliesner WisDOT Southeast Region
MaryAnn Naber (teleconference) Historic Preservation Officer FHWA Headquarters Office	Jason Lynch WisDOT Southeast Region	James Becker WisDOT Cultural Resources, Madison
Hazem Isawi (teleconference) FHWA Office of Chief General Counsel	Mike Treazise WisDOT Southeast Region	Jason Kennedy (teleconference) WisDOT Cultural Resources, Madison
Project Consultant Team		
Brad Heimlich CH2M HILL	Sara Orton (teleconference) CH2M HILL	David Keene Archaeological Research Inc.
Charlie Webb CH2M HILL	Tom Pettit CH2M HILL	John Vogel Heritage Research Ltd.
Ben Goldsworthy CH2M HILL	Mary Ellen O'Brien Transportation Environmental Management	
Meeting Facilitator		
Gary Whited College of Engineering, UW – Madison		

Participants (continued)

Section 106 Consulting Parties		
Daina Penkiunas (teleconference) Deputy SHPO, Wisconsin Historical Society	Carol Legard (teleconference) FHWA Liaison Advisory Council on Historic Preservation	Carlan Hatala Senior Planner Milwaukee Historic Preservation Commission
Sherman Banker (teleconference) Wisconsin Historical Society	Alphaeus Richburg Director, Wood National Cemetery	Megan Daniels Project Manager Milwaukee Preservation Alliance
Kimberly Cook (teleconference) Wisconsin Historical Society	Kathleen Schamel (teleconference) Historic Preservation Officer Department of Veterans Affairs	Dawn McCarthy (teleconference) Milwaukee Preservation Alliance
Elizabeth (Betsy) Merritt (teleconference) Deputy General Counsel National Trust for Historic Preservation	Thomas Koerting (teleconference) National Cemetery Administration Department of Veterans Affairs	Jennifer Sustar Milwaukee Preservation Alliance
Michele Curran (teleconference) National Park Service	Glenn Madderom (teleconference) National Cemetery Administration Department of Veterans Affairs	Thomas Champa Archdiocese of Milwaukee Catholic Cemeteries (Calvary Cemetery and Mausoleum)
Genell Scheurell (teleconference) National Trust for Historic Preservation Chicago Field Office	Glenn Elliott (teleconference) National Cemetery Administration Department of Veterans Affairs	

Agenda and Discussion

1. Introductions/opening remarks

Gary Whited (meeting facilitator) opened the meeting with brief remarks about the purpose, agenda, and other aspects of how the meeting would proceed. Participants were asked to introduce themselves and their agency affiliations.

Gary noted that the main focus of the meeting was to present and discuss materials developed to address action items from the January 10, 2014 consultation meeting. In addition there would be continued discussion on possible adverse effects for the all down alternative and as time permits, continued discussion on preliminary mitigation measures.

2. Meeting minutes

(a) Finalize minutes from November 19 2013 consultation meeting

As noted in the action items for the January 10, 2014 consultation meeting, consulting parties were asked to provide any comments on the draft November 19, 2013 meeting minutes to Dobra Payant (WisDOT Southeast Region) on or before February 3, 2014. No comments were received; these meeting notes are now considered final.

(b) Review minutes from January 10, 2014 consultation meeting

Minutes from the January 10, 2014 consultation meeting were sent to consulting parties by WisDOT on February 5, 2014 in preparation for the February 13, 2014 consultation meeting. Consulting parties will provide any comments on the January 10, 2014 meeting minutes to Dobra Payant on or before March 3, 2014.

(c) Review of action item tracking form

Gary Whited reviewed the status of pending action items from the tracking form:

Action item #1 from the July 15, 2013 consultation meeting (categorize public input on historic resources) is ongoing and will be done as public meetings are held.

Action item #13 from the July 15, 2013 consultation meeting (meet with Allied Veterans Council), is in progress. WisDOT has scheduled a meeting with the Veterans Council for February 27, 2014. A meeting was held on January 16, 2014 with a representative of Dryhootch (a nonprofit organization formed by combat Veterans to help Veterans returning home).

3. Review and discussion of action items from January 10, 2014 consultation meeting

Action item #1: WisDOT will distribute notes from 12/6/13 meeting with Zablocki Medical Center to consulting parties.

WisDOT distributed these notes to consulting parties on February 5, 2014.

Action item #2: WisDOT will prepare additional visual simulations to illustrate past, present and proposed Zablocki Drive alignments and to show where realigned Zablocki Drive would use existing roads or new alignment.

Ben Goldsworthy (CH2M HILL) reviewed the updated graphic for Zablocki Drive and Mitchell Boulevard and noted the following key points:

- 1937 graphic – I-94 and Zablocki Drive have not yet been constructed; there is an old streetcar line along the south side of Calvary Cemetery. Mitchell Boulevard runs along the west side of Mitchell Boulevard Park, crosses the old streetcar line, and provides access to the VA Zablocki Medical Center from Bluemound Road.

- 1951 graphic – I-94 has not yet been constructed. A roadway not yet named Zablocki Drive is in place from Bluemound Road to the old Streetcar line north of the future I-94 location. Mitchell Boulevard is the same as in the 1937 photo.

- 1963 graphic – I-94 has been constructed. A new roadway segment was constructed over I-94, west of Mitchell Boulevard and with a connection to Mitchell Boulevard. This new roadway segment would ultimately become Zablocki Drive. Mitchell Boulevard became an I-94 underpass and it had a forked entrance and exit design at Bluemound Road and also provided access to the NHL south of I-94.

- 2014 graphic – In the mid to late 1960's a connection was made between the Zablocki Drive segments and the previous Zablocki Drive connection to Mitchell Boulevard was removed. At Mitchell Boulevard Park, Mitchell Boulevard was shifted west toward Zablocki to increase the size of this open space area adjacent to the Story Hill neighborhood.

- New graphic in lower left corner – Zablocki Drive would cross over I-94 with the at-grade and all down alternatives. Mitchell Boulevard would cross under I-94 with the at-grade alternative and over I-94 with the all down alternative.

- New graphic in lower right corner – Both Zablocki Drive and Mitchell Boulevard would cross under I-94 with the all up and partially down alternatives; Zablocki Drive and Mitchell Boulevard would be adjacent to each other near the existing Mitchell Boulevard location, but not connected.

Glenn Madderom (National Cemetery Administration) asked about the ownership of Zablocki Drive. Charlie Webb (CH2M HILL) noted that Zablocki Drive is owned by the Veterans Administration. This was part of an arrangement between Milwaukee County and the VA in which the VA deeded land to the county along Mitchell Boulevard for Mitchell Boulevard Park in exchange for the county building the Zablocki Drive bridge over I-94. Charlie noted that WisDOT owns the Zablocki bridge over I-94 and the VA owns the reminder of the roadway.

Michele Curran (National Park Service) noted that the Zablocki Drive bridge over I-94 was constructed when the Interstate was built to provide a connection to the VA campus.

Action Item #3: WisDOT will obtain the Historic American Landscapes Survey (HALS) report for the Soldiers Home NHL and distribute to interested consulting parties.

John Vogel (Heritage Research Ltd.) noted that a complete copy of the HALS #13 Wisconsin report has been obtained and thanked Michele Curran for providing a contact person in Washington D.C. for this document. The HALS #13 report deals with the VA facility grounds. There is another report (HALS #6) that covers the Wood National Cemetery. Although photos have been taken, the narrative portion of this report is targeted for completion in spring of 2014.

Michele Curran noted that based on the Land Transfer History map from the HALS report there are slight differences in the NHL and NRHP boundaries in the vicinity of Mitchell Boulevard (north of I-94) from what is currently being shown on the I-94 project maps. In the HALS report, Zablocki Drive was mislabeled as Mitchell Boulevard. The labeling will be corrected on the HALS maps and the boundaries on the NHL map will be adjusted to match the HALS report. Charlie Webb noted that the Section 106 exhibits used in the Section 106 consultation process and in the EIS will also be updated to reflect the corrected boundaries.

Charlie Webb noted that the difference in the NHL and NRHP boundaries as shown in the HALS report and on the I-94 project maps is very minor and will not influence the ongoing assessment of effects. Charlie also asked John Vogel to give a brief explanation of HALS for the benefit of those who might not be familiar with this type of documentation.

John Vogel explained that several types of documentation can be prepared under the auspices of the National Park Service programs involving historic properties. National Register of Historic Places (NRHP) and National Historic Landmark Listings are done to establish and celebrate the historic significance of properties. Other reports and documentation such as those prepared in accordance with the Historic American Buildings Survey (HABS), Historic American Engineering Record (HAER) and the Historic American Landscapes Survey (HALS) provide details on the environment within which the historic resources evolved as well as their physical characteristics (buildings, roads, landscaping and other features).

Michele Curran noted that the HABS program was established in 1935 and was followed by the HAER and HALS programs. The National Register program was linked to the national historic preservation program in 1966 and all NHL properties are automatically also on the NRHP which includes historic properties of local, state, and national significance. The NRHP is a “listing” and the NHL is a “designation.”

Dobra Payant (WisDOT Southeast Region) noted that due to the large file size, the HALS report for the Soldiers Home NHL was not e-mailed to the consulting parties. WisDOT can send a CD to those who may be interested in having a copy of the report.

Action item #4: WisDOT will develop a visual simulation depicting maximum possible openings in freeway walls for the all up and partial down alternatives

Charlie Webb reiterated the request from Jim Draeger (SHPO) at the January 10, 2014 consultation meeting to develop a least intrusive structure design for the all up and partial down alternatives by maximizing the size of the openings in the freeway wall. Based on preliminary design information, the maximum size of the openings in the freeway wall would be as shown on the visual simulation. As illustrated, the openings would not be substantially different from the arch type openings shown on earlier graphics. The size of the openings is limited due to the depth (height) of the transverse girders needed to support the upper freeway deck, pier caps to support both the girders and the deck, thickness of the bridge deck itself, and addition of a concrete barrier on the outside of the freeway.

Glenn Madderom noted that the openings in the freeway wall would not eliminate shading of the cemetery vegetation on the north side of I-94. Charlie agreed and stated that the main purpose of providing openings in the freeway wall would be to maintain at least some level of visual connection between the portions the cemetery north and south of I-94. The loss of this visual connection has been identified by consulting parties as an adverse effect.

Glenn Madderom asked whether the visual simulation had been distributed to consulting parties and noted that he would like to have an electronic file for further consultation with his colleagues. Charlie stated that WisDOT will send this graphic to all consulting parties.

Michele Curran noted that the all up and partial down alternatives, even with openings in the freeway walls, do not serve the cemetery well. The freeway walls under these alternatives would create shadows that would affect landscape maintenance, and would cause an increase in traffic noise within the cemetery.

Sherman Banker (Wisconsin Historical Society) noted it has already been established that the freeway walls with or without openings would constitute an adverse effect on the NHL.

Carol Legard (Advisory Council on Historic Preservation) noted that there will be varying degrees of adverse effects, some worse than others, that need to be considered. Alternatives and design features that minimize adverse effects are an important part of the Section 106 process.

Glen Elliott (National Cemetery Administration) asked whether a Section 4(f) evaluation has been done for the historic resources. Bethaney Bacher-Gresock (FHWA) stated that the Section 4(f) evaluation is still being developed internally and that input from the consulting parties is an important part of the Section 4(f) evaluation process. Glenn Elliott noted that noise impacts could constitute a constructive use under Section 4(f) and asked when this evaluation will be completed and whether it will be made available to the consulting parties for review. Bethaney stated that the Section 4(f) evaluation is typically part of the Draft EIS and would be available for review as part of that document.

Betsy Merritt (National Trust for Historic Preservation) asked whether a Section 4(f) document would be sent to the Department of the Interior for review prior to release of the Draft EIS. Bethaney Bacher-Gresock reiterated that the Section 4(f) evaluation will be a section in the Draft EIS and that a separate stand-alone document is not typically prepared or circulated for review.

Editorial sidebar: As mentioned at the Section 106 consultation meetings, there is a close relationship between the US Department of Transportation's Section 4(f) law and requirements under Section 106 of the National Historic Preservation Act. The following is provided for informational and clarification purposes:

The Section 4(f) law (49 USC 303) is implemented by FHWA's regulations in 23 CFR 774, Parks, Recreation Areas, Wildlife and Waterfowl Refuges, and Historic Sites (Section 4(f)). The Section 4(f) law and regulations state that transportation projects requiring the use of land from publicly owned parks, recreation areas, or wildlife and waterfowl refuges of national, state, or local significance, or land from a historic site of national, state, or local significance (as determined by the federal, state, or local officials having jurisdiction over the resource) may be approved only if there is no prudent and feasible avoidance alternative to using that land, and the project includes all possible planning to minimize harm to the property resulting from the use. Historic sites are defined in FHWA's regulations as any prehistoric or historic district, site, building, structure, or object that is already listed or eligible for listing in the National Register of Historic Places (NRHP).

Section 4(f) applies only to the actions of agencies within the US Department of Transportation including FHWA. While other agencies may have an interest in Section 4(f) resources, FHWA is responsible for Section 4(f) applicability determinations, evaluations, findings and overall compliance for highway projects.

Section 4(f) applicability to historic sites is based on the following conditions:

(1) A project permanently incorporates land from a historic site regardless of whether a "no adverse effect" or "adverse effect" determination has been made under the National Historic Preservation Act Section 106 process.

(2) If the project does not permanently incorporate land, but there has been an "adverse effect" finding under Section 106, FHWA will need to further assess the proximity impacts in terms of possible constructive use that would substantially impair the features or attributes that contribute to the property's eligibility to the NRHP. Constructive use is only possible in the absence of permanent or temporary occupancy. A constructive use occurs

when the proximity impacts on adjacent or nearby Section 4(f) property (after mitigation) are so severe that the activities, features, or attributes that quality the property for Section 4(f) protection are substantially impaired (diminished).

(3) If there is no substantial impairment, regardless of having an adverse effect, there is no constructive use and Section 4(f) does not apply.

Betsy Merritt asked for a recap of why the portion of the freeway wall above the openings needs to be so high for the all up and partial down alternatives. Brad Heimlich (CH2M HILL) explained that the bottom of the portion of the wall that's above the openings portrays the pier cap that sits on top of the piers (columns depicted on the simulation). Transverse girders on top of the pier cap (not visible in the simulation) hold the bridge deck up over the freeway lanes below. The transverse girders need to be at least 6 feet deep to carry the weight of the freeway above and to span all of the lanes on the lower level. The top 3.5 feet or so of the structure is the outside crash barrier that's needed to prevent vehicles from falling off the elevated freeway. The piers have been spaced as far apart as possible to maximize the openings in the freeway wall.

Action item #5: WisDOT will add an entry on the status of Hawley Road and an entry on possible changes to landscape features to the Potential Effects on Historic Resources table.

Charlie Webb noted that the status of the Hawley Road interchange has been added to the table under adverse effect criterion (iv) *change in character of the property's use or of physical features*. The table already contains an entry on landscape features under adverse effect criterion (ii) *alteration of property*, where it is noted that the Soldiers Home NHL landscape would be altered due to reconstruction of Zablocki Drive and Mitchell Boulevard.

Betsy Merritt asked whether the updated Potential Effects on Historic Resources table was circulated to consulting parties. Dobra Payant stated that this table and other materials were not circulated prior to the February 13, 2014 consultation meeting because they were still in progress just prior to the meeting. WisDOT will circulate the updated Potential Effects table and other materials to consulting parties.

Action item #6: The National Trust for Historic Preservation and FHWA will conduct additional outreach concerning possible changes in property values due to adverse effects of the I-94 project.

Genell Scheurell (National Trust for Historic Preservation) reviewed the information received as a result of her inquiry. The Claiborne Avenue project in New Orleans that involved construction of the I-10 elevated expressway along the Claiborne Avenue corridor was cited as a possible example of a project that had a negative economic and cultural effect on adjacent neighborhoods, and it was suggested that the New Orleans Historic District Landmarks Commission (HDLC) be contacted for more information.

Mary O'Brien (Transportation Environmental Management) gave a brief overview of the Claiborne Avenue project for informational purposes. The elevated Interstate 10 (I-10) Claiborne Expressway was constructed in the 1960's with the intent of providing efficient access to the central business district. The approximate 3.5 mile long elevated freeway bisected a mixed residential and commercial area along the old Claiborne Avenue corridor south of Lake Pontchartrain. Over 500 homes were removed to build the elevated expressway and soon afterward, according to various reports, the neighborhood business center declined along with the quality of life. Because this portion of the I-10 expressway was damaged by Hurricane Katrina and because it is reaching its life span, the City of New Orleans is renewing interest in removing the expressway rather than rebuilding it. A recent report commissioned by the Claiborne Corridor Improvement Coalition and others found that only a small portion of traffic uses the corridor as a through route to the central business district and that restoring the at grade urban boulevard would result in a transportation system that meets regional needs while also promoting economic and social rebirth of the once vibrant Claiborne Avenue corridor. *Although not mentioned during Mary's summary, it should be noted that the Claiborne Avenue corridor is part of the Treme Historic District designated in 1998; the corridor did not have a historic designation in the 1960's.*

Mary O'Brien also noted that the Claiborne Avenue Expressway project is not directly comparable to the I-94 project because it involved constructing an elevated freeway where none previously existed. By comparison, the I-94 project would reconstruct an existing freeway that has been in place since the 1960's.

Bethaney Bacher-Gresock (FHWA) noted she had also posed the question about potential changes in property values to the Transportation Research Board (TRB) committee on Historic and Archaeological Preservation and no information was provided through that effort.

Carol Legard suggested looking at situations where freeways have been removed and the possible effects such removal may have had on economics and other factors.

MaryAnn Naber (FHWA) noted that the I-94 project is not comparable to the Claiborne Avenue situation because I-94 doesn't bisect the Story Hill historic district.

Sherman Banker noted that the I-94 freeway already bisects the Soldiers Home NHL and that elevating it would further increase the barrier effect.

Megan Daniels (Milwaukee Preservation Alliance) asked whether home owners have expressed concern about possible adverse effects on property values. Charlie Webb stated this concern has been expressed at various meetings on the I-94 project.

Carol Legard asked for a recap of how much the I-94 freeway would be raised past the Story Hill Historic District. Brad Heimlich referenced the cross section exhibit that was presented at the January 10, 2014 consultation meeting. Through the Story Hill area, the eastbound and westbound I-94 roadways would still be side by side and not yet completely stacked as a double deck for the all up and partial down alternatives. At Station 351 where the freeway is closest to the Story Hill Historic District, the eastbound roadway would be about 15-20 feet higher than the existing eastbound freeway lanes, or at about the same elevation as Story Parkway on the south edge of the historic district. Brad also noted that the westbound lanes would remain at their current elevation for the full length of I-94 past the Story Hill neighborhood and that the I-94 north right-of-way line and buffer area on the south side of the Story Hill neighborhood would remain as they are today.

Sherman Banker pointed out that the new elevated eastbound off-ramp structure at the Stadium Interchange would be higher than the eastbound freeway lanes at this location.

As an example of a situation where property values in a historic district have not been affected by transportation projects, Mary O'Brien noted that she has lived in a National Register home/historic district on Madison's west side for over 30 years and that the market value/desirability of homes in this neighborhood has remained very stable regardless of ongoing transportation projects such as construction of the major US 12/18 beltline freeway that runs along the historic district and projects on other major arterials within the historic district. Mary mentioned that there has been a noticeable increase in traffic noise in the historic district over time as a result of the increasing traffic on the beltline and other roadways. Homes in this neighborhood are often bought and sold by word of mouth rather than real estate listings. Sherman Banker noted that the US 12/18 beltline is not an *elevated* freeway at this location.

Mary O'Brien also noted that while it is unlikely that any supportable data on possible adverse effects on property values will be forthcoming, this concern can and will continue to be reflected in the various Section 106 documents and reports prepared for the I-94 project.

Action Item #7: WisDOT will provide information supporting statement in the Alternatives Comparison Matrix that there would be 25-30 percent more crashes for the at-grade alternative.

Brad Heimlich reviewed the results of WisDOT's safety analysis for the I-94 project. The Interchange Safety Analyses Tool (ISATe) where "e" stands for "enhanced" version, was used to conduct the I-94 safety analysis and compute predicted crash frequencies for the 8-lane at-grade alternative (with narrowed driving lanes and minimum shoulder width) compared to the double deck alternatives through the cemetery area. The results of the analysis showed that the 8-lane, at-grade alternative would experience roughly 30% more crashes per year than the double deck alternatives and that the additional crashes would be more severe (more crashes involving property damage

or injuries) for the at-grade alternative. Brad noted that because the Hawley Road interchange would be retained with the double deck alternatives, it was also assumed that this interchange would be retained with the at-grade alternative for purposes of the safety analysis. This allowed an “apples to apples” comparison of the alternatives.

Betsy Merritt asked what the crash rate generated by the analysis is based on. Brad Heimlich stated that the crash rate is based on nationwide freeway statistics. Betsy asked about actual crash data for the I-94 corridor. Brad stated that the actual crash data for I-94 is not presented in the safety analysis memo, but the 5-year crash data for the I-94 corridor is available and can be shared with the consulting parties.

Betsy Merritt noted that the double deck alternative as presented in the crash tables in the safety analysis report has a constrained design to make it fit within the existing freeway right-of-way; it would be interesting to know what the crash rate would be for a non-constrained double deck freeway design. Brad Heimlich stated the crash rate for that scenario would be the same as the “standard lanes” entry in the table. The safety model doesn’t recognize/differentiate whether lanes are side by side or over each other.

Carlan Hatala asked whether the safety analysis excerpt had been mailed to the consulting parties. Dobra stated it had not been sent ahead of the February 13 meeting; WisDOT will send it out to the consulting parties along with other materials.

Action item #8: WisDOT will follow up with National Park Service (NPS) regarding potential adverse effects of the all down alternative.

WisDOT followed up with Michele Curran by phone after the January 10, 2014 consultation meeting to get her views on potential adverse effects of the all down alternative. Michelle noted that the main impact is additional space needed to construct the egress stairways. Charlie Webb noted that all freeway construction with the all down alternative, including the stairways, would occur within existing highway right-of-way.

Charlie Webb and Brad Heimlich recapped where the discussion on the all down alternative left off at the January 10, 2014 consultation meeting. With the all down alternative, the bottom level of the freeway would be below ground and the upper level would be essentially at the same elevation as the existing freeway. Zablocki Drive would cross over I-94 where it does today. Mitchell Boulevard which currently passes under I-94 would also cross over the freeway and the new structure would be about 25 feet above the I-94 freeway across the corner of the NHL property. Mitchell Boulevard and Zablocki Drive would connect south of I-94 within the NHL property, as they do today.

Gary Whited noted that at the January 10, 2014 consultation meeting, the general consensus was that the all down alternative would probably have a no adverse effect or conditional no adverse effect relative to the freeway itself. Discussion on whether the Mitchell Boulevard structure over I-94 would have an adverse effect on the Soldiers Home NHL was not completed.

Sherman Banker stated his opinion that there could be no adverse effect for the all down alternative even with the Mitchell Boulevard structure over I-94. Sherman suggested that a separate meeting be set to discuss potential effects of just the all down alternative.

Carol Legard agreed with Sherman and noted that even if there is an adverse effect for the all down alternative, it would be substantially less than for the all up or partially down alternatives.

Gary Whited asked whether a meeting focusing on the all down alternative would include all of the consulting parties, or just a sub-group. After additional discussion on when the next regularly scheduled face-to-face meeting would be held, the general consensus was that the all down alternative would be discussed at that meeting.

Betsy Merritt asked whether the large electric transmission towers shown in the graphic for the Zablocki Drive alignment would need to be moved. Brad Heimlich noted that the towers are part of the ATC electric transmission line and that there isn’t sufficient design information at this time to know the extent of utility relocations. Charlie

Webb noted there are no plans to move the transmission towers at this location. There will be transmission line relocations in the Stadium Interchange area and east of this interchange. Charlie also noted that ATC stands for American Transmission Company, the owner of the electric transmission lines.

Jason Lynch (WisDOT Southeast Region) noted that WisDOT will coordinate with ATC and other utilities throughout the design phase. There may be an opportunity for ATC to convert the large transmission towers to less obtrusive tower types. After further discussion it was agreed that possible relocation of major utilities should be kept in mind as part of the Section 106 evaluation process.

4. Confirmation of Soldiers Home NHL and NRHP boundaries

Gary Whited reiterated previous discussion about the slight difference in the Soldiers Home NHL and NRHP boundaries as shown on current I-94 project maps and as shown on the Land Transfer History map from the HALS report and provided an additional opportunity for input from the consulting parties. The slight boundary differences occur in the vicinity of Zablocki Drive and Mitchell Boulevard north of I-94 and do not alter the outcome of discussions on potential effects.

Michele Curran suggested the possibility of showing only the NHL boundary on the project maps since that boundary also encompasses any National Register Historic District boundary.

Daina Penkiunas (Wisconsin Historical Society) noted that it would be better to continue showing both the NHL and NRHP boundaries because these are two separate listings with different periods of significance and facility attributes highlighted. Kathleen Schamel (VA Historic Preservation Officer) agreed and stated that both boundaries should be shown. Based on this input, it was agreed that both the NHL and NRHP boundaries will be shown on the I-94 project maps.

5. Mitigation discussion

Gary Whited noted that while WisDOT and FHWA understand the consulting parties' position that discussion of mitigation measures is premature until a preferred alternative has been identified, WisDOT and FHWA would like to continue this discussion. The extent to which adverse effects can potentially be mitigated is an important component in comparing and evaluating the alternatives particularly under FHWA's Section 4(f) requirements. Therefore Gary asked whether the consulting parties have any suggested approaches for continuing to discuss and identify possible mitigation measures for adverse effects of the all up and partially down alternatives.

Michele Curran noted that it isn't productive to delve into mitigation when there are alternatives still being considered that would possibly not have any adverse effects.

Glenn Elliott stated that more detailed impact information is needed such as noise impacts and shading of vegetation in the Wood National Cemetery in order to begin talking about specific mitigation measures. Glenn suggested that a draft version of the Section 4(f) documentation would help with that. Betsy Merritt noted that the Section 4(f) documentation would also provide information on measures to minimize harm.

Gary Whited suggested that since the Section 4(f) documentation will be part of the Draft EIS and not available at this time, it would be better to add information on possible mitigation measures to the Potential Effects on Historic Resources table which already contains information on potential adverse effects that would need to be mitigated.

Michel Curran asked why mitigation would be a factor in evaluating the alternatives and identifying the preferred alternative. In her opinion, selecting a preferred alternative based on whether the adverse effects can be mitigated is not consistent with the Section 106 process.

Bethaney Bacher-Gresock paraphrased 36 CFR 800.10, *Special requirements for protecting National Historic Landmarks,* that says agency officials are required to undertake, to the maximum extent possible, such planning and actions as may be necessary to minimize harm to any National Historic Landmark that may be directly and adversely affected by an undertaking. While the phrase "to the maximum extent possible" is a gray area, the intent to minimize harm which includes avoidance and mitigation seems clear.

John Vogel noted it makes sense to have available as much information as possible (including potential mitigation measures) to assist in evaluating and making decisions about the alternatives.

Glenn Elliott asked about noise impacts to the NHL. Charlie Webb noted that noise impacts are summarized in the Potential Effects on Historic Resources table under adverse effect criterion (v), *Introduction of visual, atmospheric or audible elements that diminish the integrity of the property's significant historic features.* Glenn requested a copy of the noise analysis for the project so he can review it and provide any comments. WisDOT will provide noise analysis information relevant to the cemetery area of the project to Glenn and other consulting parties.

Note: Per Carlen Hatala's May 9, 2014 comment on the these meeting minutes, the following text has been added: A project team member noted that based on the noise analysis completed for the Story Hill #2 and #3 Historic District, the representative receptors along Story Parkway would experience a noise increase of +/- 2 dBA in design year 2040 while representative receptors in the interior of the neighborhood would experience a noise increase of +/- 5 dBA.

Michele Curran noted that there has been no discussion about the cost of the various alternatives and how that affects the decision making process. Based on the Alternatives Comparison Matrix, the most expensive alternative would be the all down alternative followed by partial down, all up and at-grade.

Bethaney Bacher-Gresock (FHWA) noted that while cost is part of the alternatives evaluation process, a more important factor is the extent to which particular alternatives address purpose and need. For example, the at-grade alternative does not meet desirable design standards. Hazem Isawi (FHWA) added that cost is more appropriately considered in the overall NEPA context and in the Section 4(f) evaluation process.

Carol Legard noted that the all up alternative seems to be the most viable option based on cost and other factors. Brad Heimlich noted that of the double deck alternatives, the all up and partial down design options best address purpose and need, have similar costs and eliminate the problems associated with the all down alternative such as forced-air ventilation, fire and life safety elements and constructability as presented and discussed at previous consultation meetings. However, the cost difference between the double deck alternatives and the at-grade alternative is substantial.

Michele Curran noted she is uncomfortable that a preferred alternative has not yet been identified; this makes it more difficult to focus the mitigation discussion. Michele also reiterated that there has to be a determination of adverse effect in order to invoke the mitigation requirement. Since the consulting parties have agreed that there will be an adverse effect for the all up and partial down alternatives, this assumption could be the basis for mitigation discussion on those alternatives.

Sherman Banker stated it is up to the federal agency to put forth ideas on mitigation. Gary Whited stated this should be a group effort with input from consulting parties.

Genell Scheurell asked when any mitigation measures would be undertaken and whether/when funds would be available for mitigation. Charlie Webb stated that the timing for implementing mitigation measures would depend on what they are. For example, an interpretive or educational component could be implemented prior to the project being constructed while others would be implemented simultaneous with the project.

Bethaney Bacher-Gresock noted that the Record of Decision for the project can't be approved by FHWA without reasonable certainty that funding to construct the project will be available.

Sherman Banker stated that the Memorandum of Agreement could specify mitigation timelines and that the timelines could vary depending on what mitigation measures are agreed upon.

Mary O'Brien offered a possible course of action for continuing the I-94 project mitigation discussions. In her opinion, mitigation for any alternative for which the consulting parties have agreed there will be some level of adverse effect will consist of two types of mitigation, project specific mitigation within the I-94 corridor footprint and mitigation within the NHL and NRHP boundaries that would dovetail with the rehabilitation/preservation effort for the Clement J. Zablocki VA Medical Center and which several of the I-94 project consulting parties are involved in.

After brief further discussion, it was agreed that in preparation for the next I-94 consultation meeting, WisDOT and FHWA will develop some preliminary project mitigation ideas as well as more general ideas per the FHWA/SHPO/WisDOT Toolkit for Development of Section 106 Memoranda of Agreement. It was also agreed that representatives from the Zablocki VA Medical Center rehabilitation/preservation effort will give a presentation on that effort, including any mitigation efforts that might be conducive to being participated in by FHWA and WisDOT.

6. Meeting wrap up and next steps

The next I-94 Section 106 consultation meeting (in person meeting) is targeted for either April 22, 2014 for a whole day meeting or April 24, 2014 for a half-day meeting. WisDOT will confirm the meeting date/time and notify consulting parties. There will not be a meeting in March. The focus of the next meeting will be to:

- Finalize discussion on potential adverse effects [or no adverse effects] for the double deck all down alternative.
- Present information on the Zablocki VA medical Center rehabilitation/preservation effort including potential mitigation aspects.
- Review and discuss FHWA and WisDOT's ideas on potential mitigation measures.

Action Items from February 13, 2014 meeting

Key action items identified as a result of discussions at the February 13, 2014 consultation meeting are listed as follows:

1. WisDOT (Dobra Payant) will confirm the date/time for the April, 2014 consultation meeting and notify consulting parties.

2. WisDOT will send the following materials from the February 13, 2014 consultation meeting to consulting parties:
   - Visual simulations illustrating maximum openings in freeway wall for all up and partial down alternatives
   - Land transfer history map from Soldiers Home NHL HALS report showing slightly adjusted NHL and NRHP boundaries
   - I-94 Safety Analysis Memorandum
   - Updated Potential Effects on Historic Resources table

3. WisDOT will update the I-94 project's Section 106 exhibits to reflect the adjusted NHL and NRHP boundaries as shown in the HALS report.

4. WisDOT will distribute a summary of the 5-year crash data for the I-94 corridor to consulting parties.

5. WisDOT will distribute noise analysis information relevant to the cemetery segment of the I-94 project to consulting parties.

6. WisDOT and FHWA will develop preliminary mitigation ideas for presentation at the April, 2014 consultation meeting.

7. Representatives of the Clement J. Zablocki Medical Center rehabilitation/preservation group will give a presentation on their efforts at the April, 2014 consultation meeting.

8. Consulting parties will provide any comments on the January 10, 2014 consultation meeting notes to Dobra Payant on or before March 3, 2014.

DRAFT

Section 106 Consultation Meeting

I-94 East-West Corridor Study
(70th Street to 16th Street)
Milwaukee County
Project I.D. 1060-27-00

Meeting Date: January 10, 2014
Location: WisDOT Office, 1001 St. Paul Avenue, Milwaukee

Purpose: This was the sixth meeting in the ongoing National Historic Preservation Act Section 106 consultation process. The e-mail meeting invitation provided an opportunity to attend in person or by teleconference/webinar. The main purpose was to identify and discuss potential adverse effects for the double deck alternatives. The meeting agenda and draft minutes from the November 19, 2013 consultation meeting were circulated electronically to the consulting parties ahead of the January 10, 2014 consultation meeting; copies were also posted during the webinar and handed out to those who attended in person.

Participants:

Lead Agencies: Federal Highway Administration (FHWA) and Wisconsin Department of Transportation (WisDOT)		
Bethaney Bacher-Gresock FHWA Wisconsin Division, Madison	Jason Lynch WisDOT Southeast Region	Sean McKinney WisDOT Southeast Region
MaryAnn Naber (teleconference) Historic Preservation Officer, FHWA Headquarters Office	Mike Treazise WisDOT Southeast Region	Brian Bliesner WisDOT Southeast Region
Hazem Isawi FHWA Office of Chief General Counsel	Keegan Dole WisDOT Southeast Region	James Becker WisDOT Cultural Resources, Madison
Gary Martindale, Jr. FHWA Wisconsin Division, Madison	Andrew Rohde WisDOT Southeast Region	
Dobra Payant WisDOT Southeast Region	Dylan Gates WisDOT Southeast Region	
Project Consultant Team		
Brad Heimlich CH2M HILL	Zach Bentzler CH2M HILL	Mary Ellen O'Brien Transportation Environmental Management
Charlie Webb CH2M HILL	Sara Orton (teleconference) CH2M HILL	David Keene Archaeological Research Inc.
Ben Goldsworthy CH2M HILL	Tom Pettit CH2M HILL	John Vogel Heritage Research Ltd.
Meeting Facilitator		
Gary Whited College of Engineering, UW – Madison		
Section 106 Consulting Parties		
James Draeger SHPO, Wisconsin Historical Society	Genell Scheurell National Trust for Historic Preservation Chicago Field Office	Carlan Hatala Senior Planner Milwaukee Historic Preservation Commission
Daina Penkiunas Deputy SHPO, Wisconsin Historical Society	Carol Legard FHWA Liaison Advisory Council on Historic Preservation	Megan Daniels Project Manager Milwaukee Preservation Alliance
Sherman Banker Wisconsin Historical Society	Alphaeus Richburg Director, Wood National Cemetery	Dawn McCarthy Milwaukee Preservation Alliance
Kimberly Cook (teleconference) Wisconsin Historical Society	Thomas Koerting (teleconference) National Cemetery Administration Department of Veterans Affairs	Jennifer Sustar Milwaukee Preservation Alliance
Elizabeth (Betsy) Merritt Deputy General Counsel National Trust for Historic Preservation	Kathleen Schamel (teleconference) Historic Preservation Officer Department of Veterans Affairs	
Michele Curran (teleconference) National Park Service	Thomas Champa Archdiocese of Milwaukee Catholic Cemeteries (Calvary Cemetery and Mausoleum)	

Agenda and Discussion

1. Introductions/opening comments

Gary Whited (meeting facilitator) opened the meeting with brief remarks about the purpose, agenda, and other aspects of how the meeting would proceed. Participants were asked to introduce themselves and their agency affiliations.

Gary noted that discussions would focus on obtaining views from consulting parties on potential adverse effects for the three double deck alternatives (all up, partially down and all down). Potential adverse effects for the 8-lane at-grade alternative were discussed at the November 19, 2013 consultation meeting.

Dobra Payant (WisDOT Southeast Region) noted that FHWA and WisDOT are continuing to evaluate design, safety and operational aspects of the 8-lane at-grade alternative as well as the three double deck design options. Because all of these alternatives are still being considered in the environmental review process, FHWA and WisDOT are asking for continued patience and cooperation in evaluating the potential adverse effects for all of them. The preliminary Section 106 findings will assist in fulfilling other environmental requirements. Further Section 106 activities such as preparing the final Documentation for Consultation and Memorandum of Agreement will be done for the selected alternative, prior to the Final EIS and Record of Decision.

2. Meeting minutes and status of action items

(a) Finalize minutes from October 15, 2013 consultation meeting

As noted in the action items for the November 19, 2013 meeting, consulting parties were asked to provide any comments on the draft October 15, 2013 meeting minutes to Dobra Payant (WisDOT Southeast Region) on or before December 2, 2013. No comments were received; these meeting notes are now considered final.

(b) Review minutes from November 19, 2013 consultation meeting

Minutes from the November 19, 2013 consultation meeting were sent to consulting parties by WisDOT on December 20, 2013 in preparation for the January 10, 2014 consultation meeting. Consulting parties will provide any comments to Dobra Payant on or before February 3, 2013.

(c) Review action item tracking form

Per action item from July 15, 2013 consultation meeting, WisDOT is still attempting to arrange a meeting with a representative of the Allied Veterans Council.

Per action item from November 19, 2013 consultation meeting, WisDOT met with representatives of the Clement J. Zablocki VA Medical Center on December 6, 2013 to discuss possible connections or alterations to Zablocki Drive and Mitchell Boulevard south of I-94. The VA Medical Center representatives provided good information on daily access needs to and from the Medical Center.

Jim Draeger (Wisconsin Historical Society) noted that input from Zablocki Medical Center staff would assist in evaluating potential adverse effects of changes in access to this historic property, and requested that notes from the December 6, 2013 meeting be distributed to consulting parties.

(d) Visual simulations

At the November 19, 2013 consultation meeting, a request was made for a visual simulation to illustrate what the egress stairwells (fire and life safety features) would look like for the all down double deck alternative.

Other visual simulations were also prepared to facilitate discussions on the double deck alternatives at the January 10, 2014 consultation meeting. Charlie Webb (CH2M HILL) gave a brief overview of the following graphics and other handouts:

1. Graphic with 12/10/2013 date in lower right hand corner – depicts a vista of the partial down alternative from VA Cemetery with openings in the upper deck wall.

2. Graphic with 1/10/14 date in lower right hand corner – depicts representative egress stairwells for the double deck all down alternative. The top of the freeway would be about at ground level. The stairwells would be within I-94 right-of-way and would be about 10 feet higher than the freeway shoulder. Exact location and number of stairwells have not been determined; two are shown on the simulation to illustrate what they would look like on each side of I-94.

3. Aerial photo graphic indicating locations for Story Hill cross section views (Station 348, Station 351, and Station 354) as summarized in items 3-6. It was pointed out that at all three cross section locations, the existing right-of-way line on the north side of I-94 is being held to preclude any new right-of-way acquisition and to preserve the vegetative screening to the extent possible.

4. Story Hill neighborhood cross section view at Station 348 –depicts the all up alternative including the height of elevated freeway compared to the existing freeway and Story Hill neighborhood. Key features include Story Parkway, vegetated buffer area and pedestrian path between Story Parkway and westbound I-94, existing I-94 right of way on west side of freeway, location of new westbound and eastbound roadways, existing I-94 right-of-way on east side of freeway, and the new/elevated exit ramp at the Stadium Interchange. It was noted that the westbound and eastbound I-94 roadways are still next to each other at this location as opposed to having one set of lanes above the other.

5. Story Hill neighborhood cross section view at Station 351 – depicts all up alternative. This is the closest point to Story Parkway. Except for position of I-94 roadways, features are the same as those listed in item 3.

6. Story Hill neighborhood cross section view at Station 354 – depicts all up alternative. At this point, the eastbound I-94 roadway is getting close to existing ground elevation and is pushed farther south. Except for position of I-94 roadways, features are the same as those listed in item 3.

7. Graphic labeled Exhibit 3-18d illustrates existing vista of VA cemetery on both sides of I-94 (looking south toward I-94 from portion of cemetery north of I-94); vista for partial down alternative with openings in lower deck wall; vista for all up alternative with solid lower deck wall; and vista for all up alternative with openings in lower deck wall.

8. Graphic labeled Exhibit 3-18f illustrates existing vista of VA cemetery on both sides of I-94 (looking north toward I-94 from portion of cemetery south of I-94); vista for partial down alternative with openings in lower deck wall; vista for all up alternative with solid lower deck wall; and vista for all up alternative with openings in lower deck wall. The initial impression expressed by the consulting parties was that there is essentially no difference in vistas for the all up and partial down alternatives. This is because the approximate difference in roadway height for these alternatives is only 6 feet.

9. Graphic labeled Exhibit 3-18g illustrates three vistas from Story Hill Parkway looking southeast toward Miller Park. One vista shows the existing condition; the second vista is for the all up alternative and the third vista is for the partial down alternative. Again, it was mentioned that there is essentially no difference in vistas for the all up and partially down alternatives.

10. The Potential Effects on Historic Resources table has been updated to reflect additional input from consulting parties at the November 19, 2013 consultation meeting. Revised text is indicated with red font/underlining.

11. The matrix comparing the alternatives in the cemetery area from Hawley Road to Mitchell Boulevard (initially presented at the August 29, 2013 consultation meeting) lists key features of the at-grade and double deck alternatives. This will serve as a reference document during discussion of the double deck alternatives.

3. Assessment of potential adverse effects for double deck alternatives

Gary Whited suggested that discussions on the double deck alternatives start with a brief review of the key design/technical features followed by the cultural resource professionals providing their preliminary views on potential adverse effects of each historic resource, and then listening to views of the consulting parties. This is similar to how the November 19, 2013 consultation meeting was conducted.

Before starting discussions on the double deck alternatives, Gary asked for a recap of discussions on the 8-lane at-grade alternative at the November 19 meeting.

John Vogel (Heritage Research Ltd) noted that discussions on the 8-lane at-grade alternative generally concluded that there would be little potential for any consequential changes from the I-94 footprint that exists today. The main change would be elimination of the I-94 ramps at the Hawley Road interchange. The consulting parties were in general agreement that the 8-lane at-grade alternative could ultimately be designed to have no adverse effect and would be comfortable with "conditional no adverse effect" pending further engineering design should this alternative be selected.

(a) All up and partial down double deck alternatives

Editorial sidebar: Per the meeting agenda, the initial intent was to have separate discussions/headings for the all up and partial down alternatives. However, since the discussions below indicated there are no substantive differences between these alternatives in terms of potential adverse effects, the all up and partial down alternatives have been combined for purposes of the meeting minutes.

Recap of key design features

Brad Heimlich (CH2M HILL) briefly reviewed the key design features of the all up alternative:

- West of Hawley Road, the new I-94 eastbound and westbound lanes would lie side by side; at Hawley Road, the eastbound roadway would be completely over the westbound roadway and about 35-40 feet higher; between existing Zablocki Drive and Mitchell Boulevard, the I-94 roadways would start to again lie side by side; at about Yount Drive, the eastbound roadway would be at about the same elevation as the westbound roadway.
- The Hawley Road interchange ramps to I-94 would be retained.
- Zablocki Drive currently passes over I-94; due to the height of the new upper deck eastbound roadway, Zablocki Drive would be shifted east where it would run parallel and adjacent to Mitchell Boulevard. Both Zablocki Drive and Mitchell Boulevard would run underneath I-94. There are no plans at this time to provide a connection between Zablocki Drive and Mitchell Boulevard either north or south of I-94.
- The I-94 ramps at the Mitchell Boulevard interchange would be eliminated and the function of the Mitchell Boulevard interchange would be replaced by a new interchange imbedded within the Stadium Interchange.

Charlie Webb (CH2M HILL) mentioned that during the December 6, 2013 meeting with representatives from the Zablocki VA Medical Center, it was suggested by the VA that a connection between Zablocki Drive and Mitchell Boulevard north of I-94 might be a good idea because this would allow traffic headed to Bluemound Road to use the signalized Mitchell Boulevard/Bluemound Road intersection. The Zablocki Drive/Bluemound Road intersection is not signalized.

Sherman Banker (Wisconsin Historical Society) asked about vertical clearance between Mitchell Boulevard and I-94 and whether the clearance would be sufficient for trucks traveling to and from the Zablocki Medical Center. Tom Pettit (CH2M HILL) noted that the new bridge clearance between Mitchell Boulevard and I-94 would be 15.9 feet and that the existing clearance (12.2 feet) is substandard. Brian Bliesner (WisDOT Southeast Region) noted that the I-94 bridge over Mitchell Boulevard gets hit about once a month due to the low clearance. Brad Heimlich noted that a portion of Mitchell Boulevard north of I-94 would need to be reconstructed/lowered for some distance to help obtain the necessary clearance between Mitchell Boulevard and the I-94 structure.

Initial opinion on adverse effects – Calvary Cemetery

John Vogel began the discussion of potential adverse effects by noting that the opinions being expressed are his own and intended to be a starting point for further input and discussion with consulting parties. John also noted that his opinions are based on information in the Potential Effects on Historic Resources table that is an ongoing effort to capture input from the consulting parties. The identification of potential adverse effects is being done in the context of the seven adverse effect criteria in 36 CFR 800, and the features of the properties that make them historically significant.

John noted that he sees no substantive differences between any of the double deck alternatives in terms of potential adverse effects to Calvary Cemetery.

The Calvary Cemetery is bounded by Bluemound Road to the north, Zablocki Drive to the east and Hawley Road to the West. On its south side the cemetery is separated from I-94 by a transmission corridor (the old TMERLCo interurban utility right-of-way). Although I-94 is visible from the Calvary Cemetery, the intervening transmission corridor, foliage adjacent to the transmission corridor and other cemeteries provide distinct breaks in the vista.

The Hawley Road interchange is not a major factor for Calvary Cemetery as the vast majority of users access the cemetery via its main entrance on Bluemound Road. There is little to no use of I-94 for funeral processions. Therefore, any changes to the Hawley Road interchange would not affect Calvary Cemetery. Zablocki Drive lies adjacent to the southeast corner of Calvary Cemetery, but is outside the cemetery property. Under the all up and partial down alternatives, Zablocki Drive would be shifted to the east where it would pass under I-94, adjacent and parallel to Mitchell Boulevard. Under the all down alternative, Zablocki Drive would remain at it present location but the bridge over I-94 would need to be raised slightly and portions of Zablocki Drive north and south of I-94 would need to be reconstructed to accommodate the higher bridge.

John provided his opinion that while these changes could nominally affect the view to the southeast from the far southeast corner of the cemetery, and thus be considered an effect, such a minor change would not cause an adverse effect to the attributes of the cemetery for which it is eligible for listing in the National Register of Historic Places. In summary, none of the double deck alternatives as currently proposed would likely have an adverse effect on Calvary Cemetery.

James Becker (WisDOT Cultural Resources) asked John to briefly recap the NRHP eligibility criteria for Calvary Cemetery. John noted that the cemetery is eligible under Criterion B (important persons) because a number of influential people in the City of Milwaukee's history are buried there, and Criterion C (architecture). There are several contributing structures including the gatehouse and chapel.

Editorial sidebar: As noted in minutes from the October 15, 2013 consultation meeting, SHPO concurrence in the Determination of Eligibility for Calvary Cemetery included a note stating that more research would be required to justify eligibility under Criterion B if this property were to be officially nominated to the NRHP in the future.

Initial opinion on adverse effects – Story Hill 2 and 3 Residential Historic District

John Vogel noted that the Story Hill 2 and 3 residential Historic District is eligible for listing in the National Register of Historic Places under Criterion C (architecture) due to the age, architectural style and integrity of the homes in the district. There are 153 structures, 150 of which are contributing. Six of the contributing properties are on the north side of Story Parkway which is near I-94.

John noted that the Story Hill 2 and 3 Historic District is elevated above and thus overlooking the I-94 freeway today. There would be no physical encroachment on the Historic District. The main concern is with visual effects with the all up and partial down alternatives. The cross section graphics for the all up alternative at the Story Hill 2 and 3 Historic District show the elevation of the raised eastbound I-94 roadway compared to the elevation of Story Parkway and the nearest home in the Historic District. The cross sections also show the new/elevated exit ramp at the Stadium Interchange that would be visible from the Story Hill 2 and 3 Historic District.

John provided his opinion that there would be no adverse effect on the architectural features of the Story Hill 2 and 3 Historic District for which it has been determined eligible for the NRHP. Indirect visual effects could come into play due to the elevated eastbound I-94 roadway and new elevated ramp at the Stadium Interchange. However, these visual changes would not affect the architectural features. Again, John indicated he sees no substantive difference between the all up and partial down alternatives.

Initial opinion on adverse effects – Soldiers Home NHL

John Vogel noted that the Soldiers Home NHL including the Wood National Cemetery is significant under Criterion A (broad patterns of history) and Criterion C (architecture).

John provided his opinion that the all up and partial down alternatives would have an adverse effect on the Soldiers Home NHL due to the introduction of freeway walls that would disrupt visual continuity between the portions of the cemetery north and south of I-94. It is his opinion that the adverse visual effect would be lessened to some extent with the design option that would include openings in the walls. Again, John indicated he sees no substantive impact differences between the all up and partial down alternatives. John also noted that relocation of Zablocki Drive has been identified by the consulting parties as having a potential adverse effect on the NHL because the roadways and landscaping are contributing elements of the NHL.

Further discussion and input from consulting parties

Editorial Sidebar: Group discussion was intended to follow the same order as John Vogel's presentations (Calvary Cemetery, Story Hill 2 and 3 residential Historic District, and Soldiers Home NHL). However, because Michele Curran (National Park Service) had a time constraint, the discussion on the Soldiers Home NHL was moved ahead so Michele could participate.

General comments and discussion

Michele Curran (National Park Service) asked who made the determinations on adverse effects that John Vogel reviewed. John Vogel noted that the initial opinions on adverse effects represent his opinions and are being provided as a place to start discussions with consulting parties. Michele Curran asked John Vogel who he is working for on this project. John responded that he is a subconsultant to CH2M HILL who is under contract to WisDOT for the I-94 corridor study.

Bethaney Bacher-Gresock (FHWA, Wisconsin Division) noted that WisDOT and FHWA have not yet made any formal determinations on adverse effects; input from consulting parties will assist in this regard.

MaryAnn Naber (FHWA Headquarters Office) noted that John Vogel's initial input on adverse effects is based on professional recommendations being made by a qualified, professional historian, not just a lay person's opinion.

At this point, Jim Draeger (Wisconsin Historical Society) initiated dialogue to revisit the at-grade alternative; the intent was to explore whether every effort has been made to design an acceptable at-grade alternative. Jim asked for clarification on why the I-94 ramps would need to be eliminated at the Hawley Road interchange with the at-grade alternative and whether alternative roadway/ramp design has been evaluated that would allow keeping the Hawley Road interchange with some right-of-way acquisition.

Brad Heimlich reiterated the WisDOT and FHWA position that there will be no right-of-way acquisition through the cemetery area and that this position has established the design parameters through this area. The existing right-of-way (108 to 110 feet at its narrowest location) isn't wide enough to accommodate an 8-lane at-grade freeway that fully meets design standards. The at-grade alternative as currently laid out with 11-foot lanes and essentially no shoulders is all that can fit in this pinch point area. Retaining the Hawley Road interchange ramps would require encroaching well into the cemetery to provide adequate acceleration and deceleration lengths on the ramps as well as an additional merge lane on I-94.

Tom Pettit (CH2M HILL) noted that based on the current platted boundaries for the VA cemetery and I-94 right-of-way, there are 2-3 graves located within what is platted as existing I-94 right-of-way. WisDOT is pursuing having the I-94 right-of-way redefined to coincide with the existing fence lines rather than the platted boundaries.

Al Richburg (Wood National Cemetery) reiterated their position that no graves should be disturbed.

Genell Scheurell (National Trust for Historic Preservation) asked whether right-of-way could/would be acquired west of the Hawley Road interchange and whether it would be possible to keep the Hawley Road interchange by shifting it to the west.

Brad Heimlich responded that shifting the Hawley Road interchange to the west has been evaluated and eliminated from further consideration due to the impacts that would occur on the south side of I-94. Potentially dozens of residential displacements would result as well as likely relocation of a portion of the ATC transmission line. Brad noted that although Hawley Road would no longer connect to I-94 it would still pass under I-94 and thus continue to provide north-south travel across I-94.

John Vogel asked how shifting Hawley Road to the west might affect the 68th Street interchange (next interchange west of Hawley Road). Brad Heimlich explained that there may be sufficient distance between the shifted Hawley interchange and the 68th street interchange to preclude major operational concerns, though ramp braids would likely be required. The primary problem with shifting the Hawley interchange west would be the residential neighborhood impact footprint.

Carol Legard (Advisory Council on Historic Preservation) asked Brad to recap how travelers would get to I-94 in the absence of the Hawley Road interchange. Brad Heimlich stated that access to I-94 would be from the 68th Street/70th Street interchange or the new Mitchell Boulevard interchange that would be imbedded within the Stadium Interchange. Using these interchanges rather than Hawley Road would cause about ½ to ¾ mile of indirection.

At this point, Gary Whited asked that the discussion return to potential adverse effects of the all up and partially down double deck alternatives on the resources reviewed by John Vogel.

Calvary Cemetery discussion

Gary Whited recapped John Vogel's opinion that there will be no adverse effect to the Calvary Cemetery with either the all up or partially down double deck alternatives.

Tom Champa (Calvary Cemetery and Mausoleum) noted he does not see any potential adverse effects on Calvary Cemetery. Tom noted that he prefers a freeway wall with openings. He reiterated that while he would like to see the Hawley Road interchange kept open, closing it would not affect Calvary Cemetery operations. Most of the traffic to and from the Calvary Cemetery uses Bluemound Road.

Genell Scheurell noted that providing a connection between Zablocki Drive and Mitchell Boulevard north of I-94 should have no effect on the Calvary Cemetery.

Betsy Merritt (National Trust for Historic Preservation) suggested mentioning the status of the Hawley Road interchange in the Potential Effects table entries for all of the alternatives; this addition would fit under adverse effect criterion (iv), change of character of property's use or of physical features within the property's setting that contribute to its historic significance.

Soldiers Home NHL discussion

Gary Whited recapped John Vogel's opinion that there will be an adverse effect to the Soldiers Home NHL due to visual impacts and that there would be no substantive differences in the visual impacts for the all up or partially down alternatives.

Tom Champa agreed that there will be adverse visual effects with both the all up and partially down alternatives.

Michele Curran stated that there will be an adverse effect because the all up and partially down alternatives would destroy the visual connection between the portions of the Wood National Cemetery north and south of the I-94 freeway. This visual connection is already significantly disturbed by the existing freeway. Michelle also stated that realignment of Zablocki Drive will be another adverse effect due to construction of the new roadway, removal of the old roadway, and other construction related changes.

MaryAnn Naber asked for clarification whether Zablocki Drive is a contributing element in the Soldiers Home NHL. Bethaney Bacher-Gresock and John Vogel explained that Zablocki Drive was constructed after the period of significance for the Soldiers Home NHL. Michele Curran reiterated her position that realigning Zablocki Drive would be an adverse effect because it is part of the NHL setting.

Using graphics from previous consultation meetings, Charlie Webb reviewed the history/alignment of Zablocki Drive and Mitchell Boulevard. In 1951, Zablocki Drive did not have a connection across I-94 to the VA property; at that time, it provided a connection between Bluemound Road and the streetcar line. In about 1963 when the I-94 freeway was constructed, Zablocki Drive was extended to cross over I-94 to serve the VA property. Charlie and Brad Heimlich also explained that only an approximate 60-foot segment of Zablocki Drive north of I-94, and an even shorter segment south of I-94, would actually be realigned; the remainder would essentially follow the existing roadway footprint, including the portion south of I-94.

Michele Curran and MaryAnn Naber requested additional graphics to show where realigned Zablocki Drive would lie compared to the historic alignments, and to clearly illustrate where the realignment would be on new location versus following existing road segments.

Carol Legard asked whether there would be any concerns about impacts to archaeological sites or graves with the Zablocki Drive realignment. Dave Keene (Archaeological Research Inc.) stated there would be no impacts to any known archaeological or burial sites with the Zablocki Drive realignment.

Jim Draeger asked about design features of the reconstructed Zablocki Drive such as width, profile, and type of roadway. Charlie Webb responded that the Zablocki Driver profile would be about 5 feet lower than the existing profile just south of I-94 and that there would likely be a retaining wall at this location. The width would be about the same as it is today and it would have an urban cross section with curb and gutter as it does today. There could be some tree removal due to construction of the approximate 5-foot high retaining wall. Brad Heimlich added that there could also be cul de sacs at the ends of the old Zablocki Drive segments on each side of I-94. This would reduce the amount/length of Zablocki Drive roadway segments that would need to be physically obliterated after Zablocki Drive is relocated.

Jim Draeger and Sherman Banker stated their opinions that any construction associated with Zablocki Drive that would result in changing the landscape would be considered to have an adverse effect on the NHL. Jim Draeger stated that any change in setting is an important factor in determining potential adverse effects. He recommended that the project team obtain/review the Historic American Landscapes Survey (HALS) recently prepared for the Soldiers Home NHL. This report will provide a detailed description of the setting and landscape features for the Zablocki VA Medical Center considered to be important elements of its design and historic significance. This report should also be shared with the consulting parties.

MaryAnn Naber noted that the ability to mitigate adverse effects is an important factor in determining which alternatives provide the best opportunity for minimizing harm to historic resources. The HALS report could be a good resource in terms of identifying potential mitigation measures that would help restore landscape features at the Zablocki facility to the original condition.

Sherman Banker agreed that the HALS report will be a good resource, but continued to caution against spending too much time on discussing mitigation until a preferred alternative is identified.

Carol Legard asked if the project team has looked at design options other than walls for the elevated freeway, for example, piers or columns that would provide a greater opening and visual connection north and south of I-94. Brad Heimlich stated that other design options could be possible. He also noted that VA representatives mentioned that solid walls would provide an opportunity for murals depicting information about the Wood National Cemetery.

Tom Pettit noted that bridge piers/columns would also take up a lot of room and depending on how close together they would need to be, they might not be that visually different from walls.

Jim Draeger requested that the project team develop visual simulations showing the least intrusive structure design; this would include a structure type other than walls if feasible, or a wall design with maximum openings.

Sherman Banker noted that in addition to the visual and physical effects that have been identified, there's still the issue of changes in access to the Zablocki VA facility. Today, there's a direct freeway connection to this facility via the Mitchell Boulevard interchange. This would no longer be the case with the double deck alternatives.

Jim Draeger requested that possible changes in landscape features be added to the potential effects table for the all up and partially down alternatives. Visual effects are not just about views to and from the highway, but also include possible changes to the design and built elements of the landscape within the NHL. This item would be added to adverse effect criterion (iv).

Bethaney Bacher-Gresock noted that the preceding discussions grouped the effects for the all up and partially down alternatives and did not identify any substantive differences between them. Consulting parties were asked whether they agreed with this approach. There was general agreement.

Story Hill 2 and 3 Residential Historic District discussion

Gary Whited recapped John Vogel's opinion that there would be no adverse effect to the Story Hill 2 and 3 Historic District for either the all up or partially down alternatives; this opinion is based on the Historic District's eligibility to the NRHP under Criterion C, Architecture.

Carlan Hatala (Milwaukee Historic Preservation Alliance) stated her opinion that there would be visual and audible adverse effects. The I-94 freeway is a constant source of noise and the elevated freeway will broadcast the noise farther into the neighborhood. Carlan also noted that residents of the Story Hill neighborhood are adamant against noise walls because they would block the current open vista. The elevated freeway and new exit ramp at the Stadium interchange would cause an adverse visual effect.

Dawn McCarthy (Milwaukee Historic Preservation Alliance) noted that meeting notes from the November 19, 2013 consultation meeting indicated no information on a possible decline in property values due to the I-94 reconstruction could be found and asked if that is still the case.

Bethaney Bacher-Gresock confirmed that this is still the case. FHWA and WisDOT contacted historic preservation professionals on the project team, FHWA's headquarters and resource center offices, National Park Service, Advisory Council on Preservation, City of Milwaukee, and real estate professionals in the WisDOT Southeast Region office and did not yield any information on this issue. Consulting parties were encouraged to provide any information they might have to FHWA and WisDOT. Through these efforts, FHWA and WisDOT did not locate any information on fluctuations in property values resulting from visual impacts of highway projects.

Carol Legard noted that her inquiries in this regard indicated it would be difficult to measure changes in property values due to many variables that affect property values and without breaking these down into specific impact categories such as noise and visual impacts.

Jim Draeger reiterated his concerns, as expressed at previous meetings, about possible disinvestment in properties due to physical and visual impacts. Jim asked whether the National Trust for Historic Preservation has ever looked into changes in property values due to projects affecting historic properties. Genell Scheurell stated she would be willing to pose this question to the broader preservation community. It was agreed that FHWA would send a request to Genell along with a specific question for her use.

Betsy Merritt noted it is difficult to separate reasonably foreseeable economic impacts that could lead to disinvestment in a neighborhood from the role physical impacts such as incremental changes in noise and visual impacts could have. Betsy also asked for further clarification on noise impacts in the Story Hill 2 and 3 Historic District.

The potential effects table states there will be a ± 2 dBA increase in noise in this Historic District but doesn't say where this increase would occur. Charlie Webb responded that the 2 dBA increase is for the home in the Historic District that's closest to the I-94 freeway. Charlie also noted that based on the noise analysis for the I-94 corridor study, this Story Hill neighborhood is eligible for noise walls because existing noise levels exceed the noise abatement criterion of 67 dBA. However, that doesn't mean that noise walls would be constructed. The FHWA/WisDOT noise abatement procedures include a voting process for affected residents. This would ultimately determine whether noise walls would be constructed.

Betsy Merritt asked the project team to look at what the noise level would be at a more interior location in the Story Hill 2 and 3 Historic District.

Editorial sidebar: During a meeting break, Ben Goldsworthy (CH2M HILL) and Brad Heimlich checked the noise analysis that was done for the Draft EIS. In the Story Hill 2 and 3 Historic District, the noise analysis includes 10 representative noise receptors (homes) along Story Parkway and 3 representative receptors at interior locations in the neighborhood. The receptors closest to I-94, along Story Parkway, would experience a noise increase of ± 2 dBA in design year 2040. The representative interior receptors, the farthest of which is approximately 400 feet north of Story Parkway, would experience a noise increase of ± 5 dBA. The higher noise levels for the noise receptors at interior locations in the neighborhood are likely due to exposure to additional sources of noise such as US 41/Miller Park Way and Bluemound Road.

Jim Draeger asked if there are noise mitigation measures other than noise barriers, for example soundproofing homes, installing air conditioning units, etc. so windows can be kept closed. Jason Lynch (WisDOT Southeast Region) responded that other noise abatement measures used by WisDOT typically include earth berms, and using quieter pavement with longitudinal rather than transverse tines.

Brad Heimlich briefly reviewed the cross section graphics for the Story Hill 2 and 3 Historic District. At all three locations, Station 348, Station 351, and Station 354, I-94 widening would occur to the south and the existing right-of-way line on the north side of the freeway would be maintained. There would be no physical encroachment on the existing pedestrian path, vegetated buffer between the pedestrian path and Story Parkway, or Story Parkway.

Sherman Banker referred to visual simulation 3-18g that shows the view of I-94 from Story Parkway for the existing condition and for the all up and partial down alternatives. The mass and scale of the freeway walls is what causes an adverse effect on the view from the Story Hill 2 and 3 Historic District. He also noted there is no difference between the all up and partially down alternatives in this regard.

Bethaney Bacher-Gresock noted that the existing vegetation along Story Parkway looks sparse and there could be an opportunity for increasing this visual screening. Carlan Hatala mentioned that at times this vegetation has been denser, but it gets removed periodically, presumably as a highway maintenance measure. Brian Bliesner noted that WisDOT's roadside maintenance policy calls for periodic removal of invasive species, so it is possible that shrubs such as buckthorn get removed from this area.

Story Hill 1 Residential Historic District and Soldiers Home Reef discussion

At this point, Gary Whited asked John Vogel and Dave Keene to briefly summarize their opinions on adverse effects for the Story Hill 1 Residential Historic District and the Soldiers Home Reef that lies within the Soldiers Home NHL.

John Vogel noted that the Story Hill 1 Historic District is bounded by Wisconsin Avenue to the north, Bluemound Road to the south, Story Parkway/US 41 to the east and 51st Street to the west. Because the Story Hill 1 Historic District is located well away from I-94, none of the reconstruction alternatives on I-94 would likely affect this Historic District. Reconstruction of the north leg (US 41) of the Stadium interchange would extend to Wisconsin Avenue, but would occur within the existing roadway footprint. Therefore, there is little potential for adversely affecting the Story Hill 1 Historic District.

Carlan Hatala asked about access changes between I-94 and Wisconsin Avenue. Tom Pettit responded that the new Stadium interchange ramps will provide access between I-94 and Wisconsin Avenue, but there will no longer be direct access from northbound US 41 to Wisconsin.

Dave Keene (Archaeological Research Inc.) noted that the Soldiers Home Reef is a geological feature located directly west of Miller Park and about ¼ mile south of I-94. The reef is significant for its contribution to broad patterns of history, understanding of the earth's evolution and involvement of significant Wisconsin geologists in its discovery and study. There will be no physical encroachment on the reef and because it is a geological feature, visual impacts are not a factor. Therefore, there will be no project effects on this resource.

Betsy Merritt noted that entries for the all up and partially down alternatives in the potential effects table indicate that the elevated freeway would alter views to and from the Soldiers Home Reef. Therefore, it might be better to say there would be no adverse effect rather than no effect on this resource. Carol Legard noted that the reef is similar to an archaeological site for which setting would not be a contributing factor.

Jim Draeger noted he would be comfortable with stating there would be no adverse effect on the Story Hill 1 Historic District and the Soldiers Home Reef.

(b) All down double deck alternative

Brad Heimlich reviewed the following key points for the all down alternative:

- As a point of clarification, the graphics we have been using so far still show the eastbound I-94 roadway on top and the westbound I-94 roadway depressed. After additional design evaluation, it has been decided that depressing the eastbound roadway to the lower level with the westbound roadway on the top level is the preferred configuration for this alternative.
- As noted in alternatives comparison matrix, the bottom deck of the all down alternative would be about 30 feet below ground. This would require fire and life safety measures such as fire suppression piping and equipment, egress stairwells, hazardous materials drainage and storage facilities, and mechanical ventilation. With these requirements, this alternative would have the highest cost of the double deck alternatives by a significant margin.
- Mitchell Boulevard and Hawley Road that currently pass under I-94 would need to be constructed over I-94 resulting in visual and noise impacts along the portions of Mitchell and Hawley that would need to be reconstructed. There would also be residential displacements on Hawley Road.
- Zablocki Drive would remain at its present location but the existing bridge would need to replaced and raised.
- The all down alternative would require complete closure of the I-94 freeway for a period of at least 6 months. The project team is working with the Southeastern Wisconsin Regional Planning Commission (SEWRPC) to determine what effect this closure would have on traffic diversion to local arterials such as Bluemound Road. By comparison, the all up and all down alternatives would be able to be constructed under traffic.

Betsy Merritt noted that the entry (footnote #4) for the at-grade alternatives in the alternatives comparison matrix includes a statement that this alternative does not meet purpose and need and asked for further clarification on which purpose and need elements are not met. Brad Heimlich responded that the at-grade alternative does not perform from a traffic operations standpoint; it would fail to provide the minimally acceptable Level of Service (LOS) D under design year 2040 traffic. Further, with 11-foot wide lanes and essentially no shoulders, there would be a significantly higher likelihood for crashes than with a double deck alternative. Performance aspects including maintenance such as snow removal, and police enforcement/disabled vehicle refuge areas would also be significantly reduced with the at-grade configuration.

Betsy Merritt also noted that the comparison matrix indicates there would be 25-30 percent more crashes with the at-grade alternative and asked how this compares to current conditions. Brad Heimlich responded that this information is available and can be provided at the next meeting. He noted that based on actual safety performance data within the footprint of the reconstructed Marquette interchange project, there has been a 50-60 percent reduction in crash rates compared to crash rates prior to reconstruction.

John Vogel stated his opinion that pending some additional design considerations, the all down alternative would have no adverse effect or at most, a conditional no adverse effect.

Brad Heimlich reminded the group with the all down alternative, Mitchell Boulevard might need to be constructed over I-94 and the new structure would be visible from the southwest corner of the Story Hill 2 and 3 Historic District. He also noted that a portion of Story Parkway would need to be raised somewhat to tie into reconstructed Mitchell Boulevard.

Jim Draeger asked how high the new Mitchell Boulevard structure would be. Brad Heimlich responded that it would be about 25 feet above I-94.

Carlan Hatala noted that the Story Hill neighborhood has worked hard to have the land between Mitchell Boulevard and the neighborhood (within Mitchell Boulevard Park) developed as a natural area. This area has a large stand of heritage oak trees and other landscape features that could be affected by raising and reconstructing Mitchell Boulevard which is the east boundary of the Soldiers Home NHL.

Jim Draeger stated that based on the additional information about the new/elevated Mitchell Boulevard structure, he wants to consider further whether there could be an adverse effect to the Soldiers Home NHL. At this time, he is not prepared to agree with a conditional adverse effect.

Carol Legard suggested that the project team follow up with Michele Curran regarding possible adverse effects to the Soldiers Home NHL due to the elevated Mitchell Boulevard structure with the all down alternative.

Carol Legard noted that several folks in the historic preservation community would prefer the at-grade alternative and asked whether any additional design options are being pursued to make the at-grade alternative work, particularly since we're talking about an additional 15 feet of width to make this a viable alternative. Jim Draeger agreed with Carol's observation and asked whether there are possible design exceptions that could be applied to make this alternative acceptable.

Tom Pettit stated that the at-grade alternative already assumes minimally acceptable design standards. Beyond reducing the driving lanes to 11 feet, eliminating auxiliary lanes and essentially providing no shoulders, the freeway is being designed to a less than typical standard for the at-grade and double deck alternatives. First, the designs are being tested against the 200th highest traffic hour of the year (rush hour) as opposed to the typical 30th highest traffic hour. Second, a reduced level of service (LOS) D performance goal is being used rather than LOS C which is typically used in less developed corridors. These departures from typical design standards significantly increase the level of traffic congestion on I-94 that's acceptable to WisDOT and FHWA. Even with these lesser design standards, four traffic lanes in each direction are needed. Widening the driving lanes to 12 feet and providing shoulders that meet desirable design standards would require removing up to 200 graves from the VA Cemetery.

Genell Scheurell asked about the length of freeway through the cemetery area that would operate at less than LOS D under future traffic conditions. Brad Heimlich responded that the constrained performance area is about ½ mile in length. He also reiterated that LOS on the freeway mainline isn't the only factor at play in this pinch point segment. Traffic operations and safety are also affected by traffic entering and exiting the freeway west and east of this ½ mile segment.

Brad Heimlich mentioned that WisDOT is evaluating other possible ways to manage traffic demand such as removing some traffic off I-94 to other roadways, and enhanced transit that would reduce the number of cars on the freeway. I-94 currently carries about 150,000 vehicles per day in the study area and traffic is projected to increase to 180,000 vehicles per day in design year 2040. In order for the freeway to operate at an acceptable LOS in the design year, at least 10 percent of the projected freeway traffic would need to be removed. This traffic would need to be accommodated on I-894, Bluemound Road, National Avenue and other east-west arterials in the project corridor. Traffic diversion of this magnitude would likely require removal of on-street parking, potential removal of some traffic signals, capacity improvements to intersections, and possible acquisition of land, homes and businesses at select locations along the affected arterials. In addition, the increased traffic would lead to other impacts along the affected arterials, including increased noise and air quality impacts.

Brian Bliesner stated the bottom line for any alternatives through the cemetery area is that the WisDOT Secretary and FHWA have made a decision that no graves will be disturbed.

4. Begin discussion on potential mitigation measures

Based on the potential adverse effects, Charlie Webb asked whether consulting parties were in a position at this time to identify possible mitigation measures either for the freeway itself or to enhance the historic resources. So far, maximizing openings in the freeway walls for the all up and partially down alternatives and providing additional vegetative screening where possible have been mentioned.

Sherman Banker reiterated his position that while consulting parties can share ideas about conceptual mitigation, specific measures will not be able to be developed until a preferred alternative has been selected.

Jason Lynch mentioned aesthetic treatments on structures such as those on the Marquette interchange structures and elsewhere in downtown Milwaukee. He also stated that WisDOT will establish a Context Sensitive Solutions (CSS) committee in the design phase to provide input on aesthetic treatments. Construction is not targeted to start until 2019 at the earliest, so there is plenty of opportunity for input after a preferred alternative has been selected and during the design phase.

Carol Legard suggested it might make sense to split the mitigation approach into two components, first looking at ways to minimize adverse effects and then looking at ways to mitigate specific adverse effects on site.

Jim Draeger again emphasized the importance of making the HALS report for the Soldiers Home NHL available to consulting parties. This report will provide valuable information on historic and present landscape aspects that could play a role in ultimately developing some mitigation measures.

5. Meeting wrap up and next steps

Gary Whited suggested that a shorter meeting be held in February to follow up on the action items and obtain any further input on potential adverse effects for the double deck alternatives. The consulting parties agreed with this approach and the meeting was tentatively booked for February 13, 2014. Dobra Payant will send a meeting confirmation notice to the consulting parties.

Action items from January 10, 2014 meeting

Key action items identified as a result of discussions at the January 10, 2014 meeting are listed as follows:

1. WisDOT will distribute notes from the December 6, 2013 meeting with Zablocki Medical Center staff to consulting parties.

2. WisDOT will prepare an additional visual simulation graphic(s) to illustrate realigned Zablocki Drive compared to the earlier alignments and to illustrate where reconstruction of Zablocki Drive would occur on new location or where it would follow an existing roadway.

3. WisDOT will obtain/review the Historic American Landscapes Survey (HALS) for the Soldiers Home NHL to assist in understanding the significance of the historic landscape design, including roadways. WisDOT will also circulate this report to consulting parties.

4. WisDOT will develop an exhibit that depicts maximum possible openings in the freeway walls for the all up and partial down alternatives.

5. WisDOT will make the following edits to the Potential Effects on Historic Resources table:

- The status of Hawley Road will be added under adverse effect criterion (iv) for all of the alternatives.
- Possible changes in landscape features will be added under adverse effect criterion (iv) for the all up and partially down alternatives.

6. The National Trust for Historic Preservation (Genell Scheurell) will pose a question to the broader preservation community regarding possible changes in property values due to adverse effects. FHWA will send a specific question to Genell for her use.

7. WisDOT will provide additional information supporting the statement in the alternatives comparison matrix that there would be 25-30 percent more crashes with the at-grade alternative than with the double deck alternatives.

8. WisDOT will follow up with the National Park Service (Michele Curran) regarding possible adverse effects to the Soldiers Home NHL due to the elevated Mitchell Boulevard structure with the all down alternative.

9. WisDOT (Dobra Payant) will send a confirmation notice for the February 13, 2014 consultation meeting.

10. Consulting parties will provide any comments on the November 19, 2013 meeting notes to Dobra Payant on or before February 3, 2014.

DRAFT

Inter-agency Section 106 Consultation Meeting

DRAFT

I-94 East-West Corridor Study
(70th Street to 16th Street)
Milwaukee County
Project I.D. 1060-27-00

Meeting Date: July 15, 2013

Location: WisDOT Office, 1001 St. Paul Avenue, Milwaukee

Purpose: The meeting was part of the ongoing National Historic Preservation Act Section 106 consultation process. The purpose was to exchange information on historic resources in the I-94 corridor, review the status of project level historic resource investigations, review alternatives being considered, and to obtain agency views on Section 106 Aspects.

Participants:

Lead Agencies: Federal Highway Administration (FHWA) and Wisconsin Department of Transportation (WisDOT)		
Bethaney Bacher-Gresock FHWA Wisconsin Division, Madison	Jason Lynch WisDOT Southeast Region, Waukesha	Jason Kennedy WisDOT Cultural Resources, Madison
Tony Barth WisDOT Southeast Region, Waukesha	Cameron Smith WisDOT Office of General Counsel, Madison	
Dobra Payant WisDOT Southeast Region, Waukesha	James Becker WisDOT Cultural Resources, Madison	
Project Consultant Team		
Brad Heimlich CH2M HILL	Zachary Bentzler CH2M HILL	David Keene Archaeological Research Inc.
Charlie Webb CH2M HILL	Tracy Kaurich CH2M HILL	John Vogel Heritage Research Ltd.
Ben Goldsworthy CH2M HILL	Mary Ellen O'Brien Transportation Environmental Mgmt.	
Meeting Facilitator		
Gary Whited College of Engineering, UW - Madison		
Section 106 Consulting Parties		
Sherman Banker Wisconsin Historical Society Historic Preservation Division	Michele Curran Architectural Historian National Park Service Midwest Reg. Office	Carlen Hatala Senior Planner City of Milwaukee Historic Pres. Commission
Kimberly Zunker Cook Wisconsin Historical Society Historic Preservation Division	Genell Scheurell National Trust for Historic Preservation Chicago Field Office	Dawn McCarthy – *teleconference* Board President Milwaukee Preservation Alliance Inc.
Matthew Cryer Section 106 Program Manager Zablocki VA Medical Center	Elizabeth (Betsy) Merritt – *teleconference* Deputy General Counsel National Trust for Historic Preservation	Megan Daniels Project Manager Milwaukee Preservation Alliance Inc.
Alpheus Richburg Director, Wood National Cemetery	Carol Legard FHWA Liaison Advisory Council on Historic Preservation	Howard Karsh Beth Hamedrosh-Hagodel Cemetery
Kathleen Schamel - *teleconference* Historic Preservation Officer Department of Veterans Affairs	Matt Jarosz Chairman City of Milwaukee Historic Pres. Commission	Suzanne Zigun Beth Hamedrosh-Hagodel Cemetery

Agenda and Discussion:

1. Welcome and Introductions

Gary Whited (meeting facilitator) opened the meeting with brief remarks about the purpose, agenda, and other aspects of how the meeting would proceed throughout the day. Participants were asked to introduce themselves and identify their agency affiliations and roles.

Dobra Payant (WisDOT Southeast Region) and Bethaney Bacher-Gresock (FHWA Wisconsin Division) also welcomed participants and encouraged everyone to share their thoughts and concerns on Section 106 aspects including historic resources, alternatives, and potential effects. The proximity of historic resources on both sides of I-94 present a challenge to developing the build alternatives.

2. Project Overview

Charlie Webb (CH2M HILL) provided an overview of the I-94 project:

The 3.5-mile project extends from 70th Street on the west to 16th Street on the east. It matches into the previously constructed Marquette Interchange project to the east and the Zoo Interchange project to the west for which construction has begun.

The schedule for the I-94 corridor study calls for availability of the Draft Environmental Impact Statement (EIS) and public hearing in fall of 2013, final EIS in early spring of 2014, and a Record of Decision (ROD) in fall of 2014. If a build alternative is selected, construction would likely occur in 2019 at the earliest due to the timeframe for preliminary and final design. Construction timing would also depend on funding availability.

Key purpose and need factors include pavement condition, design deficiencies, traffic demand and safety.

- Pavement is 50 years old and at the end of its useful life; three overlays have been done and full-depth reconstruction is now needed.
- Design deficiencies include a mix of right-hand and left-hand entrance ramps, ramps that are too short, and six closely spaced interchanges with insufficient traffic weaving distances between them.
- Today's traffic ranges from 140,000-160,000 vehicles per day and are expected to increase by 7-14 percent in design year 2040. This represents a modest increase of about ½ percent per year.
- Crash rates are up to 4 times higher than statewide average rates at some locations. From 2005-2009 there were 2,230 crashes on the freeway and interchange entrance/exit ramps or roughly 1.2 crashes per day. It was noted that 2009 data is being used for existing traffic and for the latest crash data because work being done at various locations in 2010 through 2012 could skew the data.

<u>Group Input/Discussion</u>

Genell Scheurell (National Trust for Historic Preservation) asked whether the project could possibly be constructed sooner than 2019. Jason Lynch (WisDOT) noted that while that could be a possibility, construction on the I-94 project is not planned to start until construction of the Zoo Interchange project is completed; it would be difficult for the traveling public to have both freeway segments under construction at the same time. Further, the engineering design phase and right-of-way acquisition for the I-94 project would likely take about 4 years to complete (2015 through 2018).

Michele Curran (National Park Service) asked whether availability of federal funding would be affected by federal actions such as the spending sequester. Bethaney Bacher-Gresock (FHWA) stated that because federal funding for highway projects comes from the highway trust fund, the funding sequester would not be as much of a factor for the highway program as it is for other federal programs.

Carol Legard (Advisory Council on Historic Preservation) asked whether a re-evaluation of the EIS would be required under NEPA since there will be a 5-year gap between the Record of Decision and construction. Charlie Webb and Bethaney Bacher-Gresock stated that some level of re-evaluation would likely be needed depending on the extent of any design refinements in the engineering phase, per 23 CFR 771.129.

Carol Legard asked whether the intent is to identify specific mitigation measures in the current study phase for any adverse effects under Section 106. Charlie Webb responded that the objective of the EIS phase is to identify any adverse effects and develop a mitigation plan. The Draft EIS will provide as much information as possible and any final mitigation agreements will be presented in the Final EIS and/or Record of Decision.

3. Public Involvement/Section 106 Coordination

Charlie Webb reviewed public involvement and Section 106 coordination activities that have occurred to date:

Three open-house public information meetings have been held during development of project purpose and need and alternatives (August 21/23, 2012, December 5/6, 2012, and May 21/22, 2013). A fourth public meeting is planned for July 30/31, 2013. The newsletter for the May 21/22 meeting included information about the historic properties and additional information on Section 106 aspects was provided at the meeting.

There has also been extensive outreach with neighborhood and business groups, local officials and other interests. A Community Advisory Committee (CAC) was established to provide input on project purpose and need issues, alternatives and impact evaluation. The CAC includes representatives from neighborhoods, schools, local governments, cemetery associations, Veterans Administration, Miller Park and other interests.

Coordination with Native American Tribes and other Section 106 interests has included an initial contact in July 2012 inviting tribes to be participating agencies in the project's environmental review process; letters to Tribal Historic Preservation Officers (THPOs) in August 2012 providing more information on the project and requesting input on cultural resource aspects; and a project overview/update at two regularly scheduled WisDOT/THPO meetings in October 2012 and April 2013. Tribes were also re-contacted in May 2013 to provide an additional opportunity to express interest in the project and provide input on cultural resource aspects.

The Forest County Potawatomi Tribe requested participation in the Section 106 consultation process. To date, no other tribes have expressed interest in the project.

Coordination with other Section 106 interests since July 2012 has included contacts with the National Park Service, Advisory Council on Historic Preservation, National Trust for Historic Preservation, VA National Cemetery Administration, regional VA representatives, Wisconsin Historical Society, Milwaukee Preservation Alliance, and the City of Milwaukee Historic Preservation Commission.

Group Input/Discussion

Sherman Banker (Wisconsin Historical Society) asked what percentage of comments/input at the public information meetings was related to historic resources; he also suggested that input from the public meetings be categorized to demonstrate what was said about historic resources.

Charlie Webb noted that most of the comments related to historic resources have been concerns about the project in general from Story Hill residents; not specifically based on the historic status of the Story Hill neighborhood.

Jason Lynch (WisDOT Southeast Region) noted that most of the public comments have been about the alternatives (particularly the possibility of a double-deck freeway), widening the highway, changing its elevation, possible impacts to the VA cemetery, visual and noise impacts. Comments have not been expressed in terms of National Register historic properties.

John Vogel (Heritage Research Ltd.) mentioned that several people at the May 2013 public meeting asked about the National Historic Landmark, but had no questions about other historic resources.

Michele Curran requested that the National Historic Landmark boundary be shown on all project maps.

Megan Daniels (Milwaukee Preservation Alliance) suggested that a presentation be given at the next public information meeting; the open house format is confusing and doesn't provide a good forum for communicating the same information to everyone.

4. Summary of Historic Property Investigations in I-94 Corridor

John Vogel gave a brief overview of historic property investigations in the I-94 project corridor. The initial Area of Potential Effect (APE) included all resources immediately adjacent to or fronting on the existing freeway. As the alternatives evolved, the APE was adjusted to encompass interchange areas and other locations where side roads would potentially be reconstructed or moved. Carol Legard asked for an exhibit showing the APE; WisDOT will develop an exhibit.

Previously identified historic resources lie on both sides of I-94 from Hawley Road to Miller Park Way. These include the National Soldiers Home Historic District and the Northwestern Branch National Home for Disabled Volunteer Soldiers which is a National Historic Landmark (NHL) that includes the Wood National Cemetery.

As a result of the investigations to date, a portion of the Story Hill residential neighborhood in the northwest quadrant of the I-94/Miller Park Way interchange (Story Hill #1 between Bluemound Road and Wisconsin Avenue) has been found eligible to the National Register of Historic Places. Determinations of eligibility are also being prepared for the portion of the Story Hill neighborhood south of Bluemound Road (Story Hill #2 and #3). Determinations of eligibility are also being prepared for the Beth Hamedrosh-Hagodel Cemetery on the north side of I-94, east of the Hawley Road interchange and the Spring Hill Cemetery on the south side of I-94, east of the Hawley Road interchange.

Dave Keene (Archaeological Research Inc.) gave a brief overview of the archaeological survey work in the I-94 project corridor. The Wisconsin Historical Society's data base indicated a few previously recorded archaeological sites in the I-94 corridor but no intact ground surface was found during the field survey for the I-94 project. The previously recorded sites that were shown within the APE for the I-94 project have been destroyed by residential development, parking lots, roadways and other ground disturbing activities; although it is possible that intact portions of the sites could be in private back yards that would not be affected by the I-94 project. Information gathered for the cemeteries included plats and legal boundary descriptions. WisDOT's as-built plans for the original freeway constructed in the 1960's were also reviewed and show that 42 graves were removed/relocated due to the original freeway construction. No information has been found indicating where the graves were reinterred or who occupied them. Data gathering did not indicate that any graves were removed from the Beth Hamedrosh-Hagodel or Spring Hill cemeteries.

Group Input/Discussion

Carol Legard asked for further clarification on historic aspects of the Story Hill neighborhood. John Vogel said the original portion of the neighborhood (Story Hill #1 between Bluemound Road and Wisconsin Avenue) was constructed in the 1915-1925 timeframe with Story Hill #2 and #3 about 10-15 years later. The potential Section 106 effect would be a setting issue. No houses would be acquired from Story Hill. Carol also requested an exhibit showing the project APE.

Sherman Banker stated that changes in traffic flow, traffic patterns, and access also need to be considered in determining potential effects to historic properties, particularly the Zablocki VA complex and the Wood National Cemetery. He recommended that WisDOT do a traffic analysis to find out which roads are currently being used for ingress and egress at the Zablocki VA complex.

Brad Heimlich (CH2M HILL) stated that such a traffic analysis is already underway and it includes traffic counts at several locations (Zablocki Drive, Mitchell Boulevard, four driveways off National Avenue, and Washington Street). Trips to and from the Zablocki VA complex include employee trips (there are about 6,000 employees at this facility) and about a million patient related trips per year. Traffic to and from the facility as it exists today is predominantly from National Avenue (75-80 percent) with the other 15-20 percent using Mitchell Boulevard. Zablocki Drive is a relatively minor traffic contributor.

Alpheus Richburg (Wood National Cemetery) noted that the graves relocated due to freeway construction in the 1960's were moved about 50-100 feet away from the original location.

Carol Legard asked whether there could possibly be more [unmarked] burials in the I-94 right-of-way. Dave Keene responded that based on the cemetery plat information and archaeological survey it does not appear that there are any burials in the existing freeway right-of-way. If construction stays within the existing freeway footprint, there should be no impacts to any burials.

Kimberly Cook (Wisconsin Historical Society) asked whether there was any description of how the graves were removed during construction of the original freeway; depending on how old the graves were, what type of containments were used, and who moved them, some skeletal remains could have been left behind. Brad Heimlich (CH2M HILL) stated that WisDOT would develop a construction contract special provision to help ensure that any possible skeletal or grave site remains would be treated, if discovered, in accordance with burial laws and regulations.

Alpheus Richburg stated that the portion of the Wood Cemetery next to I-94 is the oldest part of the cemetery so it is possible that burial techniques may have involved containments that deteriorated over time.

Sherman Banker suggested that historic topographical maps be reviewed to compare historic elevation points with current elevation points. This would provide information on the extent to which the elevation through the cemetery area has changed. For example if there has been a cut that's deeper than normal burial depth, there would probably be no burial remains in such an area. *Editorial Sidebar: The WisDOT as-built plans would also show the extent of any cut or fill sections in this area.*

Dave Keene offered to prepare a brief summary paper on the information that has been gathered for the Wood Cemetery, including previous removal of graves from the I-94 right-of-way.

Michele Curran noted that any realignment of Zablocki Drive or replacing the Zablocki Drive bridge would also be a concern since Zablocki Drive is within the NHL boundary.

Charlie Webb noted that the written description of the NHL isn't very clear as it pertains to the portion of the Wood National Cemetery north of I-94. According to the written description the NHL boundary would be outside the VA property line adjacent to Zablocki Drive. Therefore, it made sense to show the NHL boundary at and including Zablocki Drive.

Carlen Hatala (City of Milwaukee Preservation Commission) explained that the original historic road in this area (now Mitchell Boulevard) was marked by pylons at about the same time the Miller Park stadium was built. There was also a guard house at this location. The pylons still exist but have been moved. Milwaukee County maintains the land between Zablocki Drive and Mitchell Boulevard.

After further discussion, the group agreed that the east boundary of the NHL should be shown as Mitchell Boulevard (centerline) rather than Zablocki Drive. *Editorial Sidebar: After reviewing the written description of the NHL boundary, it mentions the east side of Mitchell Boulevard. Therefore, this will be shown as the boundary rather than the centerline.*

Megan Daniels asked if any neighborhoods besides Story Hill have expressed concern about the project. Charlie Webb responded that the Merrill Park and Bluemound Heights neighborhoods are primarily concerned about maintaining existing access. *Editorial sidebar: neither Bluemound Heights or Merrill Park are eligible for the National Register.*

5. Summary of Build Alternatives

Brad Heimlich briefly reviewed the build alternatives being considered in the vicinity of the historic properties.

The original freeway was designed to carry about 115,000 vehicles per day. Today's traffic ranges from 140,000-160,000 vehicles per day and is expected to increase by 7-14 percent in design year 2040. Level of Service (LOS) which is a measure of congestion ranging from LOS A – free flow to LOS F – gridlock, is used to help determine acceptable design standards for the project's design year (2040). Assuming a modest ½ percent growth in traffic, the LOS will be in the LOS E to LOS F range by 2040. Although FHWA would like to achieve LOS C on freeways like I-94 based on the 30th highest hour of traffic, they have agreed to use LOS D based on the 200th highest hour of traffic. This was done in recognition of the constraints in the corridor.

The bottom line is that additional capacity on the I-94 mainline (4 driving lanes in each direction) is needed to provide LOS D in the 200th highest hour of traffic in Design Year 2040. Additional improvements such as braided ramps are also needed to address safety concerns.

The alternatives discussion focused on the approximate 1,700 foot (0.3 mile) constrained segment through the cemetery area between Hawley Road and Mitchell Boulevard.

At-Grade Alternative—This alternative would fit within the existing right-of-way (±110 feet) and would avoid encroachment on the cemeteries and National Historic Landmark property. However, it would have 11-foot driving lanes rather than 12-foot lanes which is the freeway design standard, and there would essentially be no inside or outside shoulders (2-foot shoulders only). The Hawley Road interchange would need to be removed and the Mitchell Boulevard interchange would be shifted east and combined with the Stadium Interchange. The Hawley Road and Mitchell Boulevard interchanges would need to be eliminated because having entrance and exit ramps in this narrow segment would degrade freeway traffic operations and there would not be room for the ramps without impacting the cemeteries. Existing Zablocki Drive would remain at its present location, but the bridge over I-94 would need to be replaced due to insufficient vertical clearance over the freeway. The new bridge would be slightly higher and longer than the existing bridge and there would be some construction on Zablocki Drive to tie the new bridge into the existing roadway.

Double Deck Alternative—This alternative would involve stacking the freeway lanes rather than having them side by side (one set of freeway lanes would be at one level and the other set would be over or under). The double deck alternative would increase freeway capacity while also avoiding right-of-way acquisition in the constrained cemetery segment. It would also allow the Hawley Road interchange to remain open, but the Mitchell Boulevard interchange would still need to be moved. The double deck alternative has three design options:

The "All Down" option would essentially involve constructing a tunnel such that the top level of the freeway would be similar to the existing freeway elevation and the bottom level would be about 25-40 feet lower than the existing freeway.

The "All Up" option would involve constructing one set of freeway lanes above the existing freeway which would serve as the other set of lanes. The bottom level of the freeway would be similar to the existing freeway elevation and top level would be 25-40 feet higher than the existing freeway.

The "Split the Difference" option would involve constructing one set of freeway lanes 10-20 feet below the existing freeway elevation and the other set of freeway lanes 10-25 feet above the existing freeway.

With the "All Up" and "Split the Difference" design options, the Zablocki Drive bridge over I-94 would need to be removed due to the increased height of the freeway. Zablocki Drive would be shifted slightly east toward Mitchell Boulevard and would cross under I-94 next to Mitchell Boulevard. Under all alternatives, Zablocki Drive would be connected north and south of the freeway; whether it would cross over or under I-94 has not been determined yet.

Group Input/Discussion

Matt Jarosz (City of Milwaukee Historic Preservation Commission) asked about historic traffic data for the I-94 corridor and whether the existing 160,000 volume represents a continued increase in traffic over time. Brad Heimlich responded that WisDOT monitors traffic trends using automatic traffic recorders at numerous locations throughout the state. Vehicle miles traveled (VMT) in the I-94 corridor has tended to level off in some locations and has come down in terms of annual growth rate. That's why an annual growth rate of ½ percent per year (rather than the typical 1-2 percent) is being used to forecast future traffic volumes.

Carlen Hatala asked how much of a travel time saving there would be with the additional freeway lanes. Brad Heimlich responded that there would be only a small saving in travel time. Because there has been a lot of concern about maintaining access to the freeway and because many people believe I-94 serves mostly as a commuter route for workers to get from Waukesha to jobs in downtown Milwaukee, WisDOT did a traffic study for the project. On typical work day (no special event), about 60% of the traffic gets on or off I-94 between 70th and 25th Streets.

Sherman Banker asked about the effects of the narrower at-grade alternative on Level of Service (LOS) and safety. Brad Heimlich responded that even with removing the Hawley Road interchange and moving the Mitchell Boulevard interchange to the east, only LOS E could be achieved through the constrained cemetery area. Additional capacity would offset the pinch point to some extent but the crash simulation modeling shows there would be 60% more crashes with the narrower at-grade alternative than with the double deck alternatives. Sherman asked whether the crash simulation reflected a real world situation. Brad stated that the crash predictions are based on real data for other projects with similar conditions.

Michele Curran asked whether a speed reduction would be considered. Charlie Webb responded that speed is already reduced in the portion of the I-94 corridor. The posted speed drops from 55 mph to 50 mph about halfway between Mitchell Boulevard and the Stadium Interchange.

Michele Curran asked whether there is a favored alternative at this time. Brad responded that a number of factors are still being evaluated such as construction costs and long term operation and maintenance costs for all of the design options; ventilation, fire suppression and safety aspects for the tunnel options. WisDOT is in the process of developing cost comparisons and other information and expects to have it available in about a month.

Carol Legard asked about the LOS for the double deck alternatives. Brad Heimlich responded that the double deck alternatives would provide at least LOS D or better in the 2040 design year peak hour.

Sherman Banker asked for clarification on the length of the area where the at-grade and double deck alternatives are being considered. Brad Heimlich responded that the length of the entire section where the double deck alternatives would be constructed and transition back to the existing at-grade freeway is about 3,000 feet (0.6 mile). The distance through the constrained cemetery area, from the western edge of the Beth Hamedrosh-Hagodel and Spring Hill Cemeteries to the eastern edge of the Wood National Cemetery, is about 1,700 feet (0.3 mile).

Due to further discussion and several questions on what would happen to Zablocki Drive and Mitchell Boulevard under the various alternatives, Brad Heimlich created the following summary table.

Alternative	Zablocki Drive Bridge Out?	Zablocki Drive Moved?	Mitchell Blvd. Interchange Moved?	Hawley Road Interchange Removed?	Zablocki Drive Over/Under I-94
8-lane at-grade #1	N	N	Y	Y	Over
All Up #2	Y	Y	Y	N	Under
Split the Difference #4	Y	Y	Y	N	Under
All Down #3	N	N	Y	N	Over

Carlen Hatala asked whether the ramps at the Hawley Road interchange would be wider/longer under the double deck alternative. Brad Heimlich explained that another lane would be added for the northbound to eastbound ramp movements. The northbound to eastbound ramp would also be longer because it is too short now.

Matt Jarosz asked for clarification on the width of the lanes and shoulders for the at-grade alternative through the cemetery area. Brad Heimlich responded that the driving lanes would be 11 feet wide compared to the design standard of 12 feet wide. There would essentially be no shoulders, only a 2-foot wide strip along the outside and inside of the freeway lanes. The design standard for freeway shoulders is 10-12 feet.

At this point in the discussion, Charlie Webb walked through the renderings showing what the double deck freeway would look like adjacent to the Wood National Cemetery, and what might be done to minimize adverse visual effects of the walls. For example, openings could be placed in the walls to allow line of sight across the freeway and to perhaps help with ventilation issues.

Michele Curran stated that raising the level of the freeway through the NHL property for the double deck alternatives would be an adverse effect and that tunneling would be preferable. There is a visual connection between the north and south portions of the cemetery today and that would be lost with a wall.

Sherman Banker cautioned that the hierarchy of steps in the Section 106 process is to first identify historic properties, then determine effects and then develop a mitigation plan, don't start with mitigation first.

6. Site Visit

A bus tour of the cemetery area included views of the Wood National Cemetery from Zablocki Road north and south of I-94, the Story Hill historic neighborhood, and the Beth Hamedrosh-Hagodel Cemetery. Howard Karsh, a representative of the Beth Hamedrosh-Hagodel Cemetery gave a brief history of the cemetery and its importance to the Jewish community in the Milwaukee area and elsewhere.

7. Discussion of Potential Effects

Jim Becker (WisDOT Cultural Resources) led the discussion on potential effects to historic resources for the at-grade and double-deck design options. Jim also asked the group to share thoughts and ideas on possible mitigation strategies, recognizing that additional information sharing and meetings will be needed in this regard. For purposes of the discussion, Jim assigned numbers to the alternatives and the group's comments were recorded on wall charts.

- Alternative #1—At-grade alternative
- Alternative #2—Double Deck with "All Up" design
- Alternative #3—Double Deck with "All Down" design
- Alternative #4—Double Deck with "Split" design

Michele Curran stated that Alternative #2 (All Up) and Alternative #4 (Split design) would definitely have an adverse effect on the NHL property.

Sherman Banker noted that access to and within the historic properties via Zablocki Drive would be essentially the same as it is today with alternatives 1 and 3. Access would be changed somewhat with alternatives 2 and 4 because Zablocki Drive would be shifted toward Mitchell Boulevard. The Mitchell Boulevard interchange would be moved under all of the alternatives. The main effect would be less convenient access to the cemeteries due to removing the Hawley Road interchange with alternative 1.

Carol Legard asked why less convenient access to the cemeteries would be a concern. Howard Karsh explained that people travel from all over the City of Milwaukee and outside the city to access the Beth Hamedrosh Cemetery and convenient access is critical to the viability of this resource (selling plots and providing other services). Sherman Banker stated that changes in access could affect people's use of the cemeteries.

Michele Curran noted that the Story Hill neighborhood also does not want the Hawley Road interchange closed.

Matt Cryer (Zablocki VA Medical Center) noted that employees at the VA Medical Center use the Hawley Road interchange to get to work. Matt stated that the most important issue for the VA is safety on the freeway.

Matt Jarosz noted that although the double deck alternatives would likely have more effects to the historic properties than the at-grade alternatives, safety aspects need to be kept in mind. The at-grade alternative would have 60 percent more accidents than the double deck alternatives.

Genell Scheurell asked which roads are used the most to access the VA complex. Brad Heimlich responded that about 80% of the traffic to and from the VA complex uses National Avenue with the remaining 20 percent using Zablocki Drive and Mitchell Boulevard. Charlie Webb noted that the traffic count on Zablocki Drive is only about 100 vehicles per day.

Kathleen Schamel (Department of Veterans Affairs) noted the VA would be concerned about walls, including noise walls, and how these might adversely affect vegetation growth along the cemetery and elsewhere. The walls would also have a visual impact.

Carol Legard stated that even minor changes such as replacing the Zablocki Drive bridge could have an adverse effect, but such an effect could likely be mitigated.

Charlie Webb mentioned that there could be slight change in the elevation of I-94 through the cemetery area (± 4 feet higher or lower than it is today) even under the at-grade alternative. Sherman Banker noted that lowering the elevation would be better; the less intrusive the freeway is on the historic landscape the better. Kathleen Schamel agreed with Sherman.

Michele Curran asked that the meeting notes reflect the National Park Service's concern with the compressed (28-month) schedule for the I-94 EIS. Michelle is also concerned about the long timeframe between the conclusion of the NEPA process and construction and noted that a re-evaluation of the EIS will be required as well as renewed agency involvement. Bethaney Bacher-Gresock (FHWA) noted that FHWA has check in points during the design process to ensure that any substantive changes in the project's design or environmental impacts are accounted for as the project progresses through the design phase. Mary Ellen O'Brien (Transportation Environmental Management) explained that WisDOT's project development process includes documenting and tracking environmental commitments throughout all project phases. Any commitments made in the EIS phase, including Section 106 mitigation agreements are carried into the design and construction phases.

Carol Legard mentioned that construction impacts such as noise, vibration and temporary access should also be considered in the assessment of effects on historic properties.

Howard Karsh noted the importance of identifying the selected alternative as soon as possible to address speculation and uncertainty. Once that decision has been made, it will be important to continue communicating with the public on the status of the project so they know what to expect and when.

Michele Curran suggested including language in the NEPA phase Record of Decision (ROD) indicating that all Section 106 consulting parties will be re-contacted during the project's design phase to keep them informed about the status of the project and status implementing mitigation measures. Jason Kennedy (WisDOT Cultural Resources) stated that this language would also be appropriate in a Memorandum of Agreement (MOA) that may be developed as part of the Section 106 process. The project team will discuss this further with FHWA.

Carol Legard asked whether WisDOT produces periodic newsletters to keep the public and agencies informed about the status of the project and to serve as a project update for new WisDOT or outside agency staff. Tony Barth (WisDOT Southeast Region) stated that three newsletters have been published so far in the EIS phase and that these would continue in the design phase and construction phases, similar to what is being done on other southeast freeway projects.

Sherman Banker noted that MOA's often contain stipulations regarding notification of pre-construction meetings, on-site visits, and other activities to ensure that new staff is made aware of what the Section 106 issues are.

John Vogel asked whether WisDOT and FHWA have made a final decision to not evaluate an at-grade alternative that would meet design standards and thus relocate some graves. This would address many of the issues associated with the narrow at-grade alternative and double deck design options. For example, it would take visual impacts off the table. Brad Heimlich stated that some elected officials in the corridor have asked the same question and the answer has been that the price is too high in terms of public and agency opposition. Bethaney Bacher-Gresock stated that WisDOT and FHWA, as lead agencies for the project, have agreed that no graves would be moved as part of the I-94 project.

Carlen Hatala noted that there isn't enough information available about Alternative #3 (All Down design option) to know whether it is really viable (ventilation, safety, etc.). Sherman Banker agreed and stated that cost estimates for the various alternatives are also important to the evaluation process.

There was additional discussion about whether burial remains from the previously relocated graves, or additional graves might be encountered in the existing I-94 right-of-way. Kathleen Schamel, Carol Legard, and Michele Curran suggested there may be a need for additional survey (for example with ground sensing technology), future monitoring, and discussion with the cemetery keepers to decide what would be appropriate.

Sherman Banker suggested the possibility of doing some soil borings at specific locations and noted he had pointed out some possible locations to Dave Keene during the field trip.

Kathleen Schamel suggested the possibility of monitoring vibration at headstones nearest the highway; not only during construction, but afterward during normal traffic operations.

Carol Legard stated she is getting the sense that the at-grade alternative would have fewer impacts on the values of the NHL and thus mitigation would not be as extensive for this alternative. Bethaney Bacher-Gresock reminded the group that the at-grade alternative would remove the Hawley Road interchange.

Matt Cryer asked whether a noise comparison is being done for the at-grade and double deck alternatives. The existing freeway is extremely noisy and does not provide a place for quiet reflection for veterans visiting graves of their comrades. Charlie Webb responded that a noise analysis is being done.

Carol Legard suggested that information obtained from visitors to the VA Cemetery might help identify the main issues, important elements and concerns. Visitor experience might also be a factor in assessing effects.

Jason Kennedy noted that during the cemetery's period of significance (1870-1930) noise intrusion was probably not an issue and there was less visual intrusion. Matt Cryer noted however, that the cemetery also has a contemporary period of significance since it contains burials from current wars.

Genell Scheurell suggested that coordination with the Allied Veterans Council could provide some insight on potential effects and mitigation aspects. Charlie Webb stated that a meeting will be held with that group.

Carol Legard stated it is important to not assume that visual impacts are the only impacts of concern.

Carlen Hatala noted that the president of the Story Hill Association has written to WisDOT indicating that at-grade or lowered alternatives are better.

Howard Karsh noted that the biggest intrusion issue would be moving graves; sound walls could be designed to look less intrusive.

Carol Legard expressed appreciation for starting Section 106 consultation process early, but noted the ACHP would be uncomfortable moving ahead with further discussion about effects and mitigation without having a clear understanding/documentation of the Area of Potential Effect (APE), and the historic resources within the APE. For example, it was noted earlier in the presentations that Determinations of Eligibility are being prepared for additional properties. Information on the APE and results of additional historic property investigations should be provided to the consulting parties prior to the next meeting.

Carlen Hatala asking whether shifting the Stadium Interchange south, away from Story Hill, has been considered. Charlie Webb explained that alternatives in the Stadium Interchange area would be shifted slightly south and that a graphic illustrating such a shift would be provided in the meeting notes. *Editorial Sidebar: See attached Exhibit 2-19 from preliminary Draft EIS.*

At this point, the meeting was wrapped up due to time constraints. Jim Becker stated that he would develop a list of potential adverse effects to give the group something to react to.

Matt Cryer asked if it would be possible to schedule the Section 106 meetings to coincide with the quarterly meetings that are held by the Veterans Administration. The next quarterly meeting is in October.

Sherman Banker stated that more information regarding the alternatives is needed prior to the next meeting, for example cost comparisons.

After further discussion, it was agreed that the next Section 106 meeting for the I-94 project would be in about 5-6 weeks via teleconference or webinar. This would be followed by an in-person meeting in conjunction with the Veterans Administration quarterly meeting in October. WisDOT (Dobra Payant) will lead the effort in setting up the next teleconference/webinar meeting and will work with Matt Cryer to set a date for the next in-person meeting in October.

Key Action Items

Key action items that were identified as a result of group discussions are summarized below. Resolution or additional discussion and follow up that may be required is indicated in italics.

1. Sherman Banker (Wisconsin Historical Society) asked what percentage of comments/input at the public information meetings was related to historic resources; he also suggested that input from the public meetings be categorized to demonstrate what was said about historic resources.

   Information on known historic resources, additional investigations, and Section 106 aspects has been provided at the public information meetings. The main comment on historic resources has been to avoid the graves through the cemetery area. Any specific comments on historic resources or Section 106 aspects will be summarized for use in Section 106 documents and consultation.

2. Carol Legard (Advisory Council on Historic Preservation) requested an exhibit showing the APE.

   An exhibit showing the proposed APE has been prepared.

3. Sherman Banker recommended that WisDOT do a traffic analysis to find out which roads are currently being used for ingress and egress at the Zablocki VA complex.

   The traffic analysis is complete. About 80% of the traffic that goes to the VA facility uses the National Avenue entrances or the Washington Street entrance. About 20% uses the Mitchell Boulevard interchange.

4. Sherman Banker suggested that historic topographical maps be reviewed to compare historic elevation points with current elevation points. This would provide information on the extent to which the elevation through the cemetery area has changed. For example if there has been a cut that's deeper than normal burial depth, there would probably be no burial remains in such an area.

   The topographical map review has been completed by Dave Keene (Archaeological Research Inc.).

5. Dave Keene (Archaeological Research Inc.) offered to prepare a brief summary paper on the information that has been gathered for the Wood National Cemetery, including previous removal of graves from the I-94 right-of-way.

   The summary on information gathered for the Wood National Cemetery has been completed.

6. Based on input from Carlen Hatala (City of Milwaukee Preservation Commission) and further group discussion, the NHL boundary for the portion of the Wood National Cemetery north of I-94 will be expanded to include Mitchell Boulevard.

   The NHL boundary as shown on the project maps and other displays has been expanded to include Mitchell Boulevard.

7. Carlen Hatala noted that there isn't enough information available about Alternative #3 (All Down design option) to know whether it is really viable (ventilation, safety, etc.). Sherman Banker agreed and stated that cost estimates for the various alternatives are also important to the evaluation process.

   Cost estimates for the double deck alternatives have been completed and a cost memo has been prepared.

8. Kathleen Schamel (Department of Veterans Affairs), Carol Legard, and Michele Curran (National Park Service) suggested there may be a need for additional survey (for example with ground sensing technology), future monitoring, and discussion with the cemetery keepers to decide what would be appropriate.

   WisDOT will coordinate with the owners of the cemeteries and the Forest County Potawatomi to discuss whether ground sensing technology would likely detect burial remains.

9. Sherman Banker suggested the possibility of doing some soil borings at specific locations where there could potentially be some burial remains; possible locations were pointed out to Dave Keene during the field trip.

   WisDOT will begin soil borings in the I-94 right-of-way during preliminary design, probably in the first quarter of 2014, and will coordinate with the SHPO on locations that could yield information on possible burial remains.

10. Kathleen Schamel suggested the possibility of monitoring vibration at headstones nearest the highway; not only during construction, but afterward during normal traffic operations.

    WisDOT contacted the California Department of Transportation (Caltrans) about the Presidio Parkway being constructed adjacent to the VA San Francisco National Cemetery. Caltrans is not monitoring ground vibration at grave markers, but they are monitoring vibration at adjacent buildings.

11. Matt Cryer (Zablocki VA Medical Center) asked whether a noise comparison is being done for the at-grade and double deck alternatives. The existing freeway is extremely noisy and does not provide a place for quiet reflection for veterans visiting graves of their comrades. Charlie Webb responded that a noise analysis is being done.

    A noise analysis for the double deck alternatives has been completed; the results show a 2-3 decibel increase in noise. Existing and future noise levels are above the threshold criteria for considering noise abatement; therefore noise impacts are occurring under today's traffic and will also occur under future traffic. WisDOT Facilities Development Manual Chapter 23 Noise and 23 CFR 772 will guide noise mitigation.

12. Carol Legard suggested that information obtained from visitors to the VA Cemetery might help identify the main issues, important elements and concerns. Visitor experience might also be a factor in assessing effects.

    See next item.

13. Genell Scheurell (National Trust for Historic Preservation) suggested that coordination with the Allied Veterans Council could provide some insight on potential effects and mitigation aspects. Charlie Webb stated that a meeting will be held with that group.

    WisDOT is setting up a meeting with the Allied Veterans Council and will ask for their ideas on how best to obtain input from cemetery visitors.

14. Jim Becker (WisDOT Cultural Resources) and the project team will develop a list of potential adverse effects for the at-grade and double deck alternatives and send this information to the group prior to the next meeting.

    WisDOT is developing a list of potential adverse effects and it will be available for discussion at the next meeting.

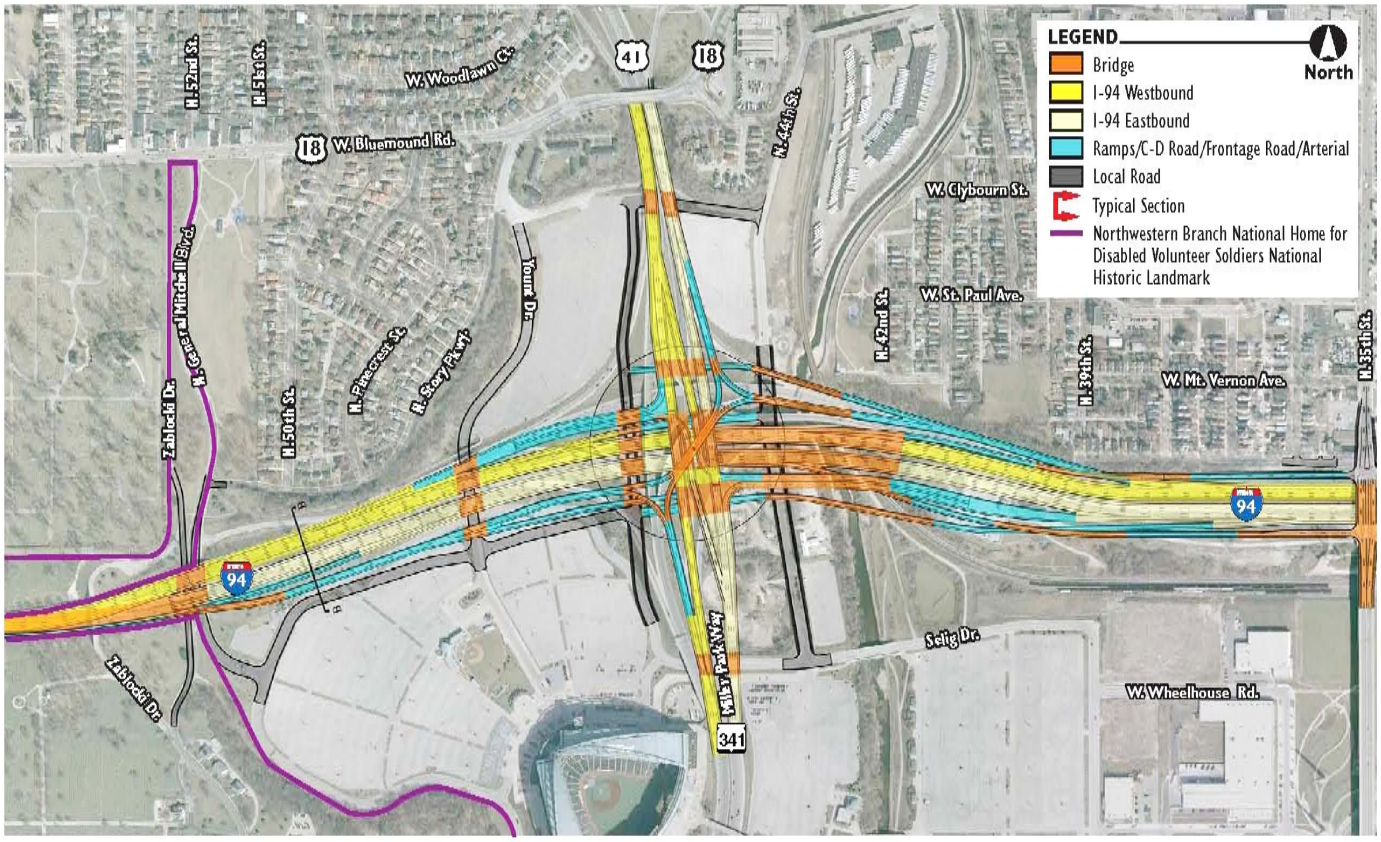
15. WisDOT (Dobra Payant) will schedule the next meeting (± 5-6 weeks) that will be held via teleconference/webinar, and will work with Matt Cryer to select a date for the next in-person meeting, coinciding with the VA quarterly meeting.

    The teleconference follow up meeting will occur on Thursday, August 29, 2013. The next in-person meeting has been scheduled for October 15, 2013.

16. WisDOT will complete additional Determinations of Eligibility.

    The additional Determinations of Eligibility are being reviewed by WisDOT's cultural resources team.

Graphic Showing Possible Stadium Interchange Shift



U.S. Department of Transportation
Federal Highway Administration

Exhibit 2-19
Stadium Interchange Segment Moderization Alternative Modified S3
(Single Point Interchange with Free Flow Ramps from I-94)

DRAFT

Section 106 Consultation Meeting

I-94 East-West Corridor Study
(70th Street to 16th Street)
Milwaukee County
Project I.D. 1060-27-00

Meeting Date: June 10, 2014

Location: WisDOT Office, 1001 St. Paul Avenue, Milwaukee

Purpose: This was the ninth meeting (in addition to one follow-up meeting regarding noise analysis) in the ongoing National Historic Preservation Act Section 106 consultation process. The e-mail meeting invitation provided an opportunity to attend in person or by teleconference/webinar. The purpose was to present updated information on the alternatives, present summary of effects on historic properties; and discuss preliminary mitigation ideas.

The following materials were circulated to consulting parties by WisDOT on May 28, 2014. These materials were also handed out at the June 10, 2014 consultation meeting and posted on the webinar site.

- Agenda for June 10, 2014 consultation meeting.
- The following minutes:
    - Draft minutes from the April 22, 2014 consultation meeting (including Matt Cryer's presentation)
    - Revised minutes from the February 13, 2014 meeting
    - Draft minutes from the May 9, 2014 Noise Analysis follow-up meeting
- Noise analysis data for Story Hill Historic District #2 and #3
- Summary table of traffic increases on adjacent arterials due to a partial I-94 closure during construction.

Participants:

Lead Agencies: Federal Highway Administration (FHWA) and Wisconsin Department of Transportation (WisDOT)		
Bethaney Bacher-Gresock FHWA Wisconsin Division, Madison	Jason Kennedy WisDOT Cultural Resources, Madison	Andrew Rohde WisDOT Southeast Region
Keegan Dole WisDOT Southeast Region	Sean McKinney WisDOT Southeast Region	Cameron Smith (teleconference) WisDOT Office of General Counsel, Madison
Dylan Gates WisDOT Southeast Region	MaryAnn Naber (teleconference) FHWA Historic Preservation Officer FHWA Headquarters Office	Mike Treazise WisDOT Southeast Region
Hazem Isawi (teleconference) FHWA Office of Chief General Counsel	Dobra Payant WisDOT Southeast Region	Jay Waldschmidt WisDOT Noise and Air Quality Engineer
Project Consultant Team		
Ben Goldsworthy CH2M HILL	David Keene (teleconference) Archaeological Research Inc.	John Vogel Heritage Research Ltd.
Tracy Kaurich CH2M HILL	Sara Orton (teleconference) CH2M HILL	Charlie Webb CH2M HILL
Meeting Facilitator		
Gary Whited College of Engineering, UW – Madison		
Section 106 Consulting Parties		
Thomas Champa (teleconference) Archdiocese of Milwaukee Catholic Cemeteries (Calvary Cemetery and Mausoleum)	Bill Janowski (teleconference) Wood National Cemetery	Kathleen Schamel (teleconference) Historic Preservation Officer Department of Veterans Affairs
Kimberly Cook (teleconference) Wisconsin Historical Society	Carol Legard (teleconference) Advisory Council on Historic Preservation	Genell Scheurell (teleconference) National Trust for Historic Preservation Chicago Field Office

Participants (continued)

Glenn Elliott (teleconference) National Cemetery Administration Department of Veterans Affairs	Glenn Madderom (teleconference) National Cemetery Administration Department of Veterans Affairs	Pete Young (teleconference) Interim Director Wood National Cemetery
Carlen Hatala City of Milwaukee Historic Preservation Commission	Elizabeth (Betsy) Merritt (teleconference) Deputy General Counsel National Trust for Historic Preservation	

Agenda and Discussion

1. Introductions/opening remarks

Gary Whited (meeting facilitator) opened the meeting with brief remarks about the purpose, agenda, and other aspects of how the meeting would proceed. Participants were asked to introduce themselves and their agency affiliations. Dobra (WisDOT Southeast Region) then welcomed everyone and stressed how much the team appreciates the group's participation and input to the project. Bethaney (FHWA) thanked everyone who submitted comments and information on adverse effects findings memo. She said that responses will be developed and distributed.

2. Review past action items

(a) Finalize minutes from February 13, 2014 consultation meeting

During the April 22, 2014 meeting, the consulting parties were requested to submit comments on the February 13, 2014 draft meeting minutes to Dobra Payant (WisDOT Southeast Region) on or before May 16, 2014. One comment was received from Carlen Hatala on May 9, 2014. Based on her comment, the Minutes from the February 13, 2014 consultation meeting were revised and are considered final.

(b) Review draft minutes from April 22, 2014 consultation meeting

The draft minutes from the April 22, 2014 consultation meeting were distributed to consulting parties by WisDOT on May 28, 2014 in preparation for the June 10, 2014 consultation meeting.

Any comments on the April 22, 2014 meeting minutes should be sent to Dobra Payant (WisDOT Southeast Region) on or before June 20, 2014.

(c) Review of action items from April 22, 2014 consultation meeting

Gary Whited reviewed the status of the action items from the April 22, 2014 consultation meeting:

1. WisDOT will confirm the date/time for the June, 2014 consultation meeting and notify consulting parties. *Done*.
2. WisDOT will send an electronic copy of FHWA's Assessment of Adverse Effects memo to consulting parties. *Done on 4/23/14.*
3. WisDOT will set up a webinar/teleconference to provide further information on the project's noise analysis. *Done. A follow-up meeting occurred May 9, 2014.*
4. WisDOT will provide noise analysis data (impact tables) for Story Hill Historic District #2 and #3. *Done. Sent to consulting parties May 28, 2014. Gary asked for questions on information sent to parties. No questions were asked.*

5. WisDOT will compile available construction-related traffic diversion data for the 8-lane at-grade, all-up, and partially-down alternatives for comparison to data for the all-down alternative that was eliminated from further consideration. *Done. Sent to consulting parties May 28, 2014. Gary asked for questions on information sent to parties. No questions were asked.*
6. WisDOT will arrange a field trip for interested consulting parties to the Calvary Cemetery and Story Hill Historic District areas to assist in evaluating potential visual effects. *A field trip will be arranged for August 5, 2014 Section 106 consultation meeting.*
7. FHWA will check with their headquarters office and respond to the VA's position that the Wood National Cemetery should be considered a Category A land use (noise abatement threshold of 57 dBA) rather than a Category C land use (noise abatement threshold of 67 dBA). *See follow-up discussion on page 5 of these meeting minutes.*
8. FHWA will check with their headquarters office and respond to the NCA's position that the Wood National Cemetery should be considered a park and therefore a jurisdictional agency for purposes of Section 4(f). *See follow-up discussion on page 5 of these meeting minutes.*
9. FHWA will check with their headquarters office and respond to requests by some consulting parties to receive advance copies of the Section 4(f) evaluation for review (prior to distribution of the Draft EIS). *See follow-up discussion on page 5 and 6 of these meeting minutes.*
10. Consulting parties will provide any further comments on the February 13, 2014 consultation meeting minutes to Dobra Payant on or before May 16, 2014. *Done.*
11. Consulting parties will provide more specific input on FHWA's Assessment of Adverse Effects memo by May 23, 2014. WisDOT also requested that the SHPO, as part of their comments on the Adverse Effects memo, document the reasoning behind the recommendation for a $200 million endowment. *Done This item discussed in greater detail in Agenda item #4.*
12. The National Trust for Historic Preservation (Genell Scheurell) will notify WisDOT about the next Community Advisory Council meeting for the Zablocki Medical Center historic preservation effort and will send a copy of the minutes from the most recent meeting. *Genell will be handling this on an ongoing basis.*

3. Recap of May 9, 2014 Section 106 Follow-up Meeting on Noise Analysis

Ben Goldsworthy (CH2M HILL) gave a brief summary of the May 9, 2014 Noise Analysis follow-up meeting. He said that the project team's noise expert, John Jaeckel (HNTB), was present at the May 9, 2014 meeting. Ben said that John had used FHWA's TNM 2.5 model for noise analysis which takes into account factors such as elevation, landscape, traffic, etc. He explained that field measurements were taken at 14 locations during midday, free flow traffic conditions for 20-minute periods and traffic counts were conducted simultaneously. The field measurements were compared to TNM 2.5 model results using the traffic counts to determine if the model inputs were accurate. He stated that findings within 3 decibels are considered accurate and all model results for the 14 locations were within 3 decibels of the field measurements.

He went on to explain that, to determine impacts, noise is modeled during the loudest time of the day, typically the hour before peak rush hour. The amount is averaged for the year, then put into the noise model to verify existing noise levels using WisDOT traffic counts. Then, for the design year, the future traffic volumes were input into the model based on the alternative designs. The existing noise analysis was based on actual traffic counts, not just the 20-minute periods, to determine impact. Jay Waldschmidt (WisDOT) explained that model is used to see if noise exceeds noise level criteria. He noted that noise is currently considered an impact, and will be in the future. Ben asked if there were any questions. None were asked, and Ben reminded the group that the minutes for the May 9, 2014 meeting were distributed with the June 10, 2014 e-mail invite.

Bethaney said she had received additional noise-related comments and that FHWA is going to continue reviewing them. She will compile the comments, respond, and distribute to the consulting parties.

4. Preliminary Response to Comments Received on FHWA Assessment of Adverse Effects Memorandum Dated April 22, 2014

Bethaney thanked the group for their comments. She stated that comments had been received from the State Historic Preservation Office (SHPO), City of Milwaukee Historic Preservation Commission, National Trust for Historic Preservation, Milwaukee Preservation Alliance, National Park Service, and the Department of Veterans' Affairs/National Cemetery Administration.

She noted that consulting parties agreed with FHWA that the proposed project, under the double deck alternative, will have an adverse effect on the Soldiers Home Historic District and Soldiers Home National Historic Landmark. Consulting party comments disagreed with FHWA findings that there would not be an adverse effect to Calvary Cemetery and Story Hill Residential Districts 2 and 3. FHWA has reconsidered the April 22, 2014 findings and acknowledges that the proposed project will effect, and has the potential to adversely effect, Calvary Cemetery and Story Hill Residential District 2 and 3. Bethaney invited the group to continue discussion about project impacts and potential mitigation.

Bethaney indicated that a common theme through the comments indicated concern about the noise analysis methodology and findings. She said that FHWA will provide a specific response addressing those comments.

Bethaney went on to say that the Department of Veterans' Affairs/National Cemetery Administration (NCA) expressed noise concerns with the double deck alternatives as well as the at-grade alternative. She indicated that the NCA expressed concern that the at-grade alternative has potential noise impacts and could result in an adverse effect to the cemetery. She said that several comments expressed interest on the cemeteries' behalf to consider efforts to mitigate noise for both alternatives, not just the double deck (e.g., noise walls). Bethaney said that the consulting parties will need to continue discussion about mitigation.

Gary asked what the next step would be. Bethaney responded that additional conversations are taking place between WisDOT and FHWA and a revised memo and response to noise-related comments will be prepared. Bethaney said that there is enough information to continue to discuss mitigation methods in case it isn't possible to minimize effects. She noted that recent guidebooks regarding NEPA coordination with Section 106/4(f) laws show nothing to keep groups from discussing design alternatives and impacts. She said we should be able to evaluate if impacts can be mitigated. Bethaney stressed that impacts need to be considered on this project, not just to historic properties, but to rights-of-way, neighborhoods, businesses, parks, and also taken into consideration when evaluating alternatives.

Gary asked if there were questions. Carol said she is very pleased that WisDOT and FWHA are taking into account the consulting parties' comments. It is wise and meaningful to consider the historic preservation community when discussing noise impacts. Carol asked if noise levels could be reduced to pre-freeway level and that perhaps taking into account the freeway's initial impact [when constructed] could be brought into an agreement as an enhancement. Carol noted that the mitigation issue keeps coming up because agencies (FHWA and WisDOT) want to take into account historic preservation when deciding on a preferred alternative. Carol said that not only does she not have a problem with discussing mitigation measures prior to selection of a preferred alternative but encourages a discussion of what mitigation measures might be appropriate. She went on to say that discussion of appropriate mitigation measures benefits the entire group – not to commit to anything, but to paint a picture of what might be involved when selecting an alternative. Gary pointed out that during the last meeting it was explained that this is just an exploratory discussion and not a commitment.

5. Action Item Status (continued discussion from earlier in meeting)

Bethaney said she wanted to return to discussion of the action item list, specifically to Action item 7, 8 and 9 on page 3 of these minutes. Regarding Action item 7, she said that one question she received repeatedly was about the appropriate noise activity category for Wood National Cemetery pursuant to WisDOT FDM Chapter 23 Noise policy and FHWA regulation 23 CFR 772. She explained that there is a series of noise activity categories (A, B, C, etc.) and right now Calvary Cemetery and Wood National Cemetery are considered Activity Category C by FHWA. This category includes parks and Section 4(f) sites. She said that the cemeteries have been identified appropriately as Section 4(f) properties, and there are already existing noise impacts. She said the NCA requests that Wood National Cemetery be changed to Activity Category A, where quiet is identified as being required in order for the property to continue to serve its intended purpose. Bethaney explained that not many areas meet the definition of an Activity Category A property, and that the headquarters Office of FHWA would need to be involved in that determination. After discussion, Bethaney said that FHWA believes that Wood National Cemetery still remains in Activity Category C; however, she is continuing discussion to verify the appropriateness of that finding.

Glenn Elliott asked for timetable of that verification process. Bethaney said she hopes to meet next week and receive a response within the month but cannot guarantee that will happen. She will need to put together a package including letters from the NCA and the relevant noise analysis information.

Bethaney continued by referring to Action item 8. She explained that the “officials with jurisdiction” for Section 4(f) historic properties such as the Soldiers Home National Historic Landmark, Story Hill, and Calvary are SHPO, National Park Service (for the National Historic Landmark only), and the Advisory Council on Historic Preservation. The Department of Veterans Affairs and the NCA are considered “property owners/managers” and while their opinion is important and valued, they are not considered to be “officials with jurisdiction” under Section 4(f). The Department of Veterans Affairs and the NCA are a key part of the Section 106 and NEPA processes and will continue to participate in those discussions. She went on to say that Wood National Cemetery does not meet the definition of a Section 4(f) park or recreational area. Existing signage within the park states that it is against the law to recreate on the grounds, including walking dogs. It is, however, a Section 4(f) historic property.

Glenn E. stated that Wood National Cemetery does fit into the definition of a park, but not the recreational definition. He said that there are activities where park services occur (Memorial/Veteran’s Day, 4th of July, etc.) He said that NCA disagrees with FHWA’s determination. Bethaney said that she will check to see if she misunderstood the definitions of park vs. recreational facility. MaryAnn said that the <u>primary use</u> would have to be a park to be considered a park under Section 4(f), which means not just open to the public, but it’s designated as a park and that is its primary use. Glenn E. said he believes the management plan does consider it to be a park and Glenn M. would verify that the primary use is as a park. Glenn E. noted that “a” primary use is as a park.

Jay pointed out that the NCA needs to determine what benefit is added as far as the consultation process by changing the status. Glenn said it clarifies the role of the cemetery. Jay said that this would be a precedent-setting determination. Bethaney said she would contact Glenn M., Glenn E. and others to clarify. Cameron asked if nationwide National Cemeteries should be designated as parks for Section 4(f). Glenn said the cemeteries are used as both parks <u>and</u> cemeteries. Cameron asked if that holds true for all Department of Veteran’s Affairs cemeteries. Glenn M. said that right now it’s just this cemetery; possibly all of the cemeteries eventually, but specifically for Wood National Cemetery right now. Hazem reiterated MaryAnn’s statement that in order to receive Section 4(f) park designation, the NCA has to provide documentation proving that the primary use of Wood National Cemetery is as a park. Glenn E. asked if only one Section 4(f) property type designation can occur. Hazem explained that there should only be one designation. Bethaney clarified that Wood National Cemetery has already been determined to be a Section 4(f) historic property and will continue to be a Section 4(f) protected property no matter

what. The group will continue to discuss this issue after the meeting and the results of the conversation will be shared with all parties**.**

Bethaney continued by referring to Action item 9. She said that, as part of NEPA process, a Section 4(f) evaluation will be included in the EIS. The Section 4(f) evaluation will be provided for review and comment by the Section 106 consulting parties upon approval of the Draft EIS. Gary clarified that Bethaney's answer to Action item 9 was to indicate that the Section 4(f) evaluation will not be distributed prior to the DEIS. He noted that this response will not be in her memo, only in these minutes.

6. Alternative Updates

Gary asked for alternative updates. Charlie showed the at-grade alternative without Hawley Road and explained that there is no room for a full interchange. He explained that there is an FHWA policy that partial interchanges are not allowed, only full interchanges. He went on to say that FHWA headquarters will consider a partial interchange at Hawley Road because of extenuating circumstances. He said traffic could only go west on I-94 from Hawley Road and eastbound traffic could exit onto Hawley Road. Doing so would require a design exception. Although we are showing this alternative, we are not certain it can be built due to the required exception approval by FHWA. He said that maintaining access to Hawley was a huge part of public input, but reactions are mixed from the public for the partial interchange. Genell asked for clarification on the partial interchange**.** She noted that the 68th/70th Street exit is only a ¼ mile west of Hawley, so eastbound traffic would only have to travel ¼ of a mile out of their way. Charlie responded to Genell's question by saying that it's about a ½ mile, but the spirit of Genell's comment is accurate. He said this has been explained to the public, but those who use the interchange daily are still concerned about losing access. MaryAnn asked if it would be possible to use the partial interchange with the current alternatives. Charlie explained it would only apply to the at-grade alternative because the double-deck alternative allows for a full interchange. MaryAnn asked if there would be additional Section 4(f) impacts or cost changes. Charlie estimated a $10 million increase, but no additional Section 4(f) impacts would occur. He said that some parties discussed concern about reduced access to the Soldier's Home NHL if Hawley was eliminated, and he isn't certain if the partial interchange would address those concerns. Bethaney said we are looking into it and conducting analysis, but to be clear FHWA has not said that the partial interchange alternative would be approved, but that it would be considered based on constraints and extenuating circumstances.

7. Continue Discussion on Minimization Measures and Potential Mitigation Ideas

Gary said that John had brought up some ideas in the previous meeting regarding several potential mitigation options. Charlie said a list was presented at the last meeting and the parties had said that some mitigation measures would have negative impacts themselves. He said that Jim Drager's suggestion about an endowment fund resonated with the team. Charlie, however, said the project team could not find any projects around the country that had anywhere near a $200 million endowment fund. From the team's standpoint, focusing on the concept rather than specific measures might be the way to go. Bethaney stressed we are not closing the door on minimizing impacts.

MaryAnn asked if FHWA had identified the project that Jim referred to during the previous meeting that had an endowment fund established as part of the mitigation. She encouraged the group to continue looking for examples in other states. Charlie said that we are in the process but couldn't find any situations involving an endowment fund. There was a project in a historic town in Madison, IN on a river crossing. A ferry was provided while the bridge was out. He said the exact price tag was not given, but he didn't see an endowment fund. Betsy said she would provide that information. Hazem said that if Jim

was referring to the Ohio River bridges (linking Louisville, Kentucky and Utica, Indiana), the mitigation for historic preservation was a settlement for a lawsuit, not a Section 106 MOA. He clarified that there was no federal participation, and only the state DOT contributed monies. He said it was not an endowment; rather it involved a fund to be spent down.

Charlie said there had been some mention of noise mitigation amongst the consulting parties, but that others had expressed concern about a noise wall because of visual impacts. He suggested putting the discussion on the table because the issue needs to be discussed by the group. Carol said she is confused about noise versus visual impacts. She said there is conflict among the group about which is a priority. She suggested discussing to see if a resolution can be reached. Genell suggested that conversation might be premature. She said she has limited knowledge about mitigation options, so she requested a list of types of noise mitigation measures from an engineering standpoint be distributed and then the discussion could occur. Charlie said there are other mitigation options, such as berms, limiting truck use, or insulating the receptor; however, none of these options would work for the cemetery. He said a wall would work with tight dimensions through the cemetery and Story Hill. He added that for the August meeting there would be different mitigation strategies/measures available for discussion. Gary said to consider the Marquette Interchange's clear wall, which wasn't for noise specifically but could be used for that purpose. Glenn E. said there are clear panels on the Woodrow Wilson Bridge in Washington, D.C. also. MaryAnn said it is for noise. Carol suggested noise-reducing pavement. Mike said that it is initially useful, but loses ability to reduce noise over time. Charlie said the group should work on a conceptual mitigation framework based on each alternative noting that John V. had previously suggested typical MOA toolkit measures. John emphasized that, based on the nature of this project, original thinking would be required.

8. Meeting wrap up and next steps

Gary adjourned the meeting at 1:25 pm. The next meeting is set for Tuesday, August 5, 2014. A project tour will take place that day.

Action Items from June 10, 2014 consultation meeting

Key action items identified as a result of discussions at the June 10, 2014 consultation meeting are listed as follows:

1. WisDOT will confirm the date/time for the August 5, 2014 consultation meeting and notify consulting parties.

2. FHWA will prepare a response to comments made by the consulting parties on the Assessment of Effects memo, dated April 22, 2014. FHWA will prepare a Revised Assessment of Effects memo for the presentation during August 5, 2014 consultation meeting.

3. Bethaney will work with Glenn Madderom, Glenn Elliott and others to review comments received on noise analysis and the Section 4(f) definitions of a "park" to determine correct classification of Wood National Cemetery. Glenn E. will find the VA Management Plan to verify their own classification of the cemetery. Results of these discussions will be shared with the consulting parties.

4. Betsy will provide additional information about the Madison, Indiana River crossing mitigation.

5. A list of potential noise mitigation measures will be created in preparation for the August 5th meeting.

DRAFT

Section 106 Consultation Meeting

I-94 East-West Corridor Study
(70th Street to 16th Street)
Milwaukee County
Project I.D. 1060-27-00

Meeting Date: November 19, 2013
Location: WisDOT Office, 1001 St. Paul Avenue, Milwaukee

Purpose: This was the fifth meeting in the ongoing National Historic Preservation Act Section 106 consultation process. The e-mail meeting invitation provided an opportunity to attend in person or by teleconference/webinar. The purpose was to review and discuss information prepared by the project team to address action items from the October 15, 2013 consultation meeting, and to continue assessing potential effects. The following materials were circulated electronically to the consulting parties ahead of the November 19, 2013 meeting; copies were also posted during the webinar and handed out to those who attended in person.

- Meeting agenda
- Draft meeting notes from October 15, 2013 consultation meeting (action items on page 14)
- Action item tracking form with status of all action items identified at consultation meetings
- Section 106 milestone schedule
- Graphic showing various traffic scenarios on Bluemound Road
- Photos/renderings showing existing and future views of Stadium Interchange from Story Parkway
- Summary of WisDOT and FHWA inquiries regarding visual effects and property values
- Excerpt from Draft EIS Section 2 (Alternatives) with information on spot improvements and a comparison of the 6-lane and 8-lane alternatives
- Revised draft table of potential effects on historic resources (revisions reflect input from October 15, 2013 meeting)

Participants:

Lead Agencies: Federal Highway Administration (FHWA) and Wisconsin Department of Transportation (WisDOT)		
Bethaney Bacher-Gresock FHWA Wisconsin Division, Madison	Jason Lynch WisDOT Southeast Region	Jake Livermore WisDOT Southeast Region
MaryAnn Naber (teleconference) Historic Preservation Officer, FHWA Headquarters Office	Cameron Smith WisDOT Office of General Counsel, Madison	James Becker WisDOT Cultural Resources, Madison
Hazem Isawi (teleconference) FHWA Office of Chief General Counsel	Keegan Dole WisDOT Southeast Region	Jason Kennedy WisDOT Cultural Resources, Madison
Tony Barth WisDOT Southeast Region	Andrew Rohde WisDOT Southeast Region	
Dobra Payant WisDOT Southeast Region	Dylan Gates WisDOT Southeast Region	
Project Consultant Team		
Brad Heimlich CH2M HILL	Zach Bentzler CH2M HILL	David Keene Archaeological Research Inc.
Charlie Webb CH2M HILL	Sara Orton (teleconference) CH2M HILL	John Vogel Heritage Research Ltd.
Ben Goldsworthy CH2M HILL	Mary Ellen O'Brien (teleconference) Transportation Environmental Mgmt.	
Meeting Facilitator		
Gary Whited College of Engineering, UW – Madison		

Participants (continued)

Section 106 Consulting Parties		
Kimberly Cook (teleconference) Wisconsin Historical Society Historic Preservation Division	Carol Legard (teleconference) FHWA Liaison Advisory Council on Historic Preservation	Thomas Champa Archdiocese of Milwaukee Catholic Cemeteries (representing Calvary Cemetery and Mausoleum)
Sherman Banker (teleconference) Wisconsin Historical Society Historic Preservation Division	Megan Daniels Project Manager Milwaukee Preservation Alliance Inc.	Anthony Jernigan (teleconference) U.S. Army Corps of Engineers
Elizabeth (Betsy) Merritt (teleconference) Deputy General Counsel National Trust for Historic Preservation	Genell Scheurell (teleconference) National Trust for Historic Preservation Chicago Field Office	Melissa Cook (teleconference) THPO Forest County Potawatomi Community of Wis.
Glen Madderom (teleconference) National Cemetery Administration	Dawn McCarthy (teleconference) Milwaukee Preservation Alliance Inc.	Sandy Rusch Story Hill Neighborhood Association
Alphaeus Richburg Director, Wood National Cemetery	Carlan Hatala Senior Planner City of Milwaukee Historic Pres. Commission	
Michele Curran (teleconference) National Park Service	Howard Karsh Beth Hamedrosh Hagodel Cemetery	

Agenda and Discussion

1. Introductions/opening comments

Gary Whited (meeting facilitator) opened the meeting with brief remarks about the purpose, agenda, and other aspects of how the meeting would proceed.

Participants were asked to introduce themselves and their agency affiliations.

Gary noted that the discussion on potential effects would continue to include the same alternatives discussed at the October 15, 2013 meeting; the at-grade alternative and the three double deck options (all up, partially down and all down). WisDOT and FHWA are continuing to evaluate the alternatives from several standpoints, and no formal decision has been made at this time on which alternatives could be eliminated from further consideration.

2. Finalize minutes from September 23, 2013 meeting

As noted in the action items for the October 15, 2013 meeting, consulting parties were asked to provide any comments on the draft September 23, 2013 meeting minutes to Dobra Payant (WisDOT Southeast Region) on or before October 28, 2013. No comments were received; these meeting notes are now considered final.

3. Review draft minutes from October 15, 2013 meeting

Draft meeting minutes for the October 15, 2013 meeting were sent to consulting parties by WisDOT on November 8, 2013, in preparation for the November 19, 2013 meeting. No comments were received at the November 19, 2013 meeting. To allow additional review time, consulting parties will provide any comments to Dobra Payant on or before December 2, 2013.

4. Responses to action items from October 15, 2013 meeting

(a) Review of action item tracking form and Section 106 milestone schedule

Gary Whited noted that per action items from the October 15, 2013 meeting the action item tracking form and the Section 106 milestone schedule will be provided at each consultation meeting. Gary briefly reviewed the action item tracking form and noted that with the exception of a couple of ongoing items (for example, WisDOT is still trying to arrange a meeting with the Allied Veterans Council) the action items have been completed.

Dobra Payant (WisDOT Southeast Region) commented on the Section 106 milestone schedule noting that WisDOT plans to cancel the December 18, 2013 consultation meeting to allow time to prepare for the January, 2014 meeting. She will send a cancellation notice for the December 18, 2013 meeting. The January, 2014 (all day) meeting will be set to coincide with the VA's quarterly meeting that will be held on Wednesday January 8, 2014 and Thursday January 9, 2014. After further discussion, it was tentatively agreed that the I-94 Section 106 consultation meeting would be held on Tuesday, January 7, 2014. *This date was later changed to Friday, January 10, 2014 due to a conflict for the National Park Service.*

(b) Review of changes in traffic patterns at Story Hill Residential Historic District

At the October 15, 2013 consultation meeting, Sherman Banker (Wisconsin Historical Society) asked about possible traffic increases in the Story Hill Residential Historic District as a result of eliminating the Hawley Road and Mitchell Boulevard ramps on I-94, and suggested that this be evaluated.

Brad Heimlich (CH2M HILL) reviewed four traffic scenarios for average weekday traffic (AWDT) on Hawley Road, Mitchell Boulevard and Bluemound Road in the vicinity of the Story Hill Historic District.

Hawley Road

- Existing traffic is 14,600 vehicles per day (vpd); projected traffic in design year 2040 is 17,000 for the no build or replace in kind alternatives
- Projected traffic is 18,000 vpd for the double deck alternatives (Mitchell Boulevard/I-94 ramps removed)
- Projected traffic is 15,500 vpd for the at-grade alternative (Hawley Road/I-94 ramps and Mitchell Boulevard/I-94 ramps removed)

Mitchell Boulevard

- Existing traffic is 2,600 vpd; projected traffic in 2040 is 7,000 vpd for the no build or replace in kind alternatives
- Projected traffic is 1,000 vpd for the double deck alternatives (Mitchell Boulevard/I-94 ramps removed)
- Projected traffic is 1,000 vpd for the at-grade alternative (Hawley Road/I-94 ramps removed and Mitchell Boulevard/I-94 ramps removed)

Bluemound Road (Mitchell Boulevard – Yount Drive)

- Existing traffic on the portion of Bluemound Road that abuts the north side of the Story Hill Historic District is 9,400 vpd; projected traffic in 2040 is 14,200 vpd for the no build or replace in kind alternative
- Projected traffic is 10,000 vpd for the double deck alternatives (Mitchell Boulevard/I-94 ramps removed)
- Projected traffic is 14,200 vpd for the at-grade alternative (Hawley Road/I-94 ramps and Mitchell Boulevard/I-94 ramps removed)

In summary, eliminating the Hawley Road/I-94 ramps with the at-grade alternative causes traffic to redistribute to the local road system, including an increase in traffic on Bluemound Road. Traffic on Mitchell Boulevard would be the same for the double deck and at-grade alternatives because the Mitchell Boulevard/I-94 ramps are removed with both alternatives. There would be less traffic on Hawley Road with the at-grade alternative compared to the double deck alternatives due to elimination of the Hawley Road/I-94 ramps with the at-grade alternative.

(C) Potential impacts on property values

At the October 15, 2013 consultation meeting, Jim Draeger (SHPO) mentioned that an adverse visual effect caused by an elevated freeway or other structures could potentially devalue properties in the Story Hill Residential Historic District. The concern was that if property values were to decline, this could lead to neglect and ultimate deterioration of the historic homes.

Dobra Payant summarized efforts by FHWA and WisDOT to locate information on fluctuations in property values as a result of reconstructing an adjacent freeway. FHWA and WisDOT spoke to historic preservation professionals on the project team, at FHWA's headquarters and resource center offices, National Park Service and Advisory Council on Historic Preservation. The project team also contacted the City of Milwaukee Department of City Development and real estate staff in the WisDOT Southeast Region office. Through these efforts, FHWA and WisDOT were unable to locate information related to visual impacts and property value fluctuations resulting from improvements to existing freeways. There are numerous variables that affect property values. Consulting parties were encouraged to provide any information they might become aware of to FHWA and WisDOT.

Sandy Rusch (President, Story Hill Neighborhood Association) asked about the photo simulations from the July, 2013 public information meeting that showed the double deck alternative adjacent to Story Hill. The simulations Sandy referenced were brought up on the webinar page and Charlie Webb (CH2M HILL) mentioned that these had also been reviewed at previous consultation meetings.

(D) Visual simulations of Stadium Interchange from Story Hill Residential Historic District

At the October 15, 2013 consultation meeting, Sherman Banker suggested additional photo simulations to illustrate what the reconstructed Stadium Interchange would look like from the Story Hill Residential Historic District.

Brad Heimlich referenced the photo simulation handout (key observation point 9) that was shown at the July 2013 public information meeting and July 2013 Section 106 consultation meeting, but not at the October 15, 2013 consultation meeting. The photo simulation shows a view of the existing Stadium Interchange from a point on Story Parkway at the edge of the Story Hill Residential Historic District. It also shows a view of the reconstructed interchange that would include a new ramp about 20 feet above the existing freeway mainline. Brad noted that there is only one build alternative for the Stadium Interchange. Because of the Story Parkway elevation compared to the Stadium Interchange elevation and because of the distance between Story Parkway and the Stadium Interchange, there would not be a substantial difference between the existing and future vistas. Although the new ramp would add another roadway element to the viewshed, there would be no change in the horizon view beyond the freeway. The view of the development and transmission towers as well as the view of Miller Park would be the same as it is today.

Editorial sidebar: The elevation on Story Parkway at the southeast corner of the Story Hill Residential Historic District is 665, approximately 6 feet above the existing freeway elevation at the Stadium Interchange (elevation 659). The new Stadium Interchange ramp would be at approximately elevation 679 or 14 feet higher than Story Parkway. The distance between Story Parkway at the southeast corner of the Story Hill Residential Historic District and the center point of the new stadium interchange ramp would be approximately 1,350 feet.

(E) Noise analysis clarification

At the October 15, 2013 consultation meeting, Betsy Merritt (National Trust for Historic Preservation) asked why there would be a greater increase in traffic noise at the Calvary Cemetery (3 dBA increase) than at the Wood National Cemetery (2 dBA increase) for the double deck alternatives.

Brad Heimlich reviewed information provided by the project team member who conducted the noise analysis. The main reason for the difference in noise levels is that the double deck alternative would provide some noise attenuation for the area in the noise shadow zone of the structure. Also, the terrain rises between the Wood National Cemetery and Calvary Cemetery, thus allowing noise from the freeway to reach the Calvary Cemetery. Charlie Webb noted that a change in noise levels of one dBA is not discernible by the human ear (it takes a change of at least 3 dBA to be heard).

Carlan Hatala (City of Milwaukee Historic Preservation Commission) stated that traffic noise is a big concern in the Story Hill neighborhood and that any increase in noise over what is there today would be an impact.

Sherman Banker disagreed with the statement that the human ear can only discern a change of 3 dBA or more.

Editorial sidebar: The following information regarding a 3dBA change in noise being barely perceptible to the human ear is from FHWA's Highway Traffic Noise: Analysis and Abatement Guidance, June, 2010.

Most observers perceive an increase or decrease of 10 dBA in the sound pressure level as doubling or halving of the sound. For example, 70 dBA will sound twice as loud as 60 dBA. The relationship between decibel changes and corresponding loudness as well as the actual loss in acoustic energy is shown in the following table:

Sound Level Change	*Relative Loudness*	*Acoustic Energy Loss*
0 dBA	*Reference*	*0*
(+) or (-) 3 dBA	*Barely perceptible change*	*50%*
(+) or (-) 5 dBA	*Readily perceptible change*	*67%*
(+) or (-) 10 dBA	*Half as loud*	*90%*
(+) or (-) 20 dBA	*One quarter as loud*	*99%*
(+) or (-) 30 dBA	*One eighth as loud*	*99.9%*

Bethaney Bacher-Gresock (FHWA) noted that noise analyses for highway projects are conducted in accordance with federal and state regulations as presented in WisDOT's Facilities Development Manual, Chapter 23 – Noise, which has been approved by FHWA.

Howard Karsh (Beth Hamedrosh Hagodel Cemetery) mentioned that he has attended every burial at the Beth Hamedrosh Hagodel Cemetery for the last 12 years and there isn't a way to determine when traffic noise would be least disruptive for an internment, or to find an internment location where there is less noise. Howard questioned whether noise modeling can determine noise levels unless it accounts for a 24-hour period. Charlie Webb explained that noise modeling is done using traffic volumes that occur outside the peak hours because the peak hour traffic does not produce the highest noise levels due primarily to slower speed. Howard noted that the retaining walls and other barriers associated with the alternatives could provide some noise abatement.

Carol Legard (Advisory Council on Historic Preservation) asked whether WisDOT can evaluate ways to reduce noise levels that are of concern at the cemeteries. This could be considered as mitigation to improve existing conditions.

Brad Heimlich noted that the results of the noise analysis will be included in the Draft EIS. At this time, based on conceptual design information, noise walls are not being proposed through the cemetery area because they would not meet the feasible and reasonable criteria in the FHWA/WisDOT guidelines. However, there are other noise reducing measures that can be considered such as pavement type. Further evaluation and discussion of possible noise abatement measures can be done in a future design phase.

(F) Information on alternatives eliminated from further consideration

At the October 15, 2013 meeting, there was discussion on the extent to which alternatives that would not increase capacity on I-94 (and thus minimize impacts to historic properties) were considered and evaluated. To address this item, excerpted text on spot improvements and the 6-lane and 8-lane alternatives from Section 2 of the Draft EIS (Alternatives) was provided to consulting parties; full text is available on the I-94 project website. Charlie Webb recapped the key points for these alternatives:

The spot improvements alternative would replace the existing roadway and bridges in or close to their existing configuration and address safety problems that can be fixed with little or no right-of-way acquisition. This alternative was dismissed from further consideration because it would not address all of the project's purpose and need factors such as accommodating future traffic volumes.

Alternatives that would widen I-94 by adding a fourth driving lane in each direction (8-lane freeway) or reconstruct the existing 6-lane freeway were considered and evaluated. The 6-lane alternative would partially meet most of the project's purpose and need factors, but would not accommodate future traffic at an acceptable level of service at

some locations. The 8-lane alternatives, except the 8-lane at-grade alternative, would fully meet all of the purpose and need factors. As mentioned at previous meetings, the at-grade 8-lane alternative through the cemetery area would require using 11-foot wide driving lanes compared to the standard 12-foot lanes, and there would essentially be no inside or outside shoulders.

Bethaney Bacher-Gresock noted that another action item from the October 15, 2013 meeting was for WisDOT to circulate the Section 106 Toolkit for preparing a Memorandum of Agreement to the consulting parties. This toolkit was developed jointly by FHWA, WisDOT and the SHPO and will be used as guidance for the I-94 project. It was circulated to consulting parties ahead of the November 19, 2013 meeting.

5. Continue assessment of potential effects

Gary Whited noted that there was discussion at the October 15, 2013 meeting about narrowing down the number of alternatives for purposes of assessing effects and ultimately developing mitigation strategies. While that is still a goal, FHWA and WisDOT are not prepared at this time to drop any of the alternatives being considered through the cemetery area. Therefore, the continued assessment of effects at today's meeting will include the 8-lane at-grade alternative and the three double deck alternatives (all up, partially down, all down).

Gary suggested that discussion begin with the at-grade alternative and that the consulting parties try to reach consensus on whether this alternative would have an adverse effect.

Charlie Webb noted that the potential effects table that was presented at the October 15, 2013 meeting has been updated to reflect input from that meeting. The old text has been retained; strikeouts have been used to show where edits have been made and added text is shown in blue font. The yellow highlight emphasizes certain information.

(a) Discussion of 8-lane at-grade alternative

For background, Charlie Webb summarized key features of the 8-lane at-grade alternative through the cemetery area:

- To avoid encroachment on the cemeteries, the 8-lane at-grade alternative would have 11-foot driving lanes and essentially no inside or outside shoulders.
- I-94 would likely need to be raised through the cemetery area with about a 5-6 foot increase in elevation where I-94 crosses Mitchell Boulevard.
- Ramps to and from I-94 at the Hawley Road and Mitchell Boulevard interchanges would need to be eliminated. The function of the Mitchell Boulevard interchange would be replaced with a new interchange beneath the Stadium Interchange.
- Zablocki Drive over I-94 would remain at its present location but the bridge would need to be replaced and raised the same amount the freeway is raised; this would also require reconstructing short segments of Zablocki Drive on each side of the bridge.

Using the table on Potential Effects, Charlie reviewed the potential effects of the at-grade alternative for each of the historic properties. In general, the potential effects of the 8-lane at-grade alternative would be visual effects to the landscape associated with replacing the existing Zablocki Drive bridge over I-94 (new bridge slightly higher), reconstructing short segments of Zablocki Drive on each side of the new bridge, and reconstructing Mitchell Boulevard. Other possible effects would be due to alterations in local access by removing the Hawley Road and Mitchell Boulevard ramp connections to I-94. Charlie noted that FHWA and WisDOT are leaning toward no adverse effect for the at-grade alternative and asked for input from the consulting parties.

Carlan Hatala asked whether FHWA and WisDOT had a chance to follow up with the National Park Service after the October 15, 2013 meeting that they could not attend.

Bethaney Bacher-Gresock stated that FHWA and WisDOT met with Michele Curran on October 24 and shared the same information with her that was presented at the October 15, 2013 meeting.

At this point, Michele Curran (National Park Service) identified herself and indicated she had just joined the teleconference. Michelle also asked for clarification regarding Zablocki Drive, noting that adverse effect item (iv) says Zablocki Drive remains in place with reconstruction of the bridge over the freeway, while other entries say Zablocki Drive will be reconstructed.

Charlie Webb explained that for the at-grade alternative, the existing Zablocki Drive bridge over I-94 would need to be replaced due to inadequate vertical clearance over the freeway and that the new bridge would be slightly higher than the existing bridge. Because the profile on the new bridge will be raised, short segments of the approach roadway on each side of the bridge would also need to be reconstructed to match the higher bridge profile.

Sandy Rusch (Story Hill Neighborhood Association) expressed concern about the alternatives still on the table. At the last public meeting (*public information meetings on July 30 and 31, 2013*) WisDOT stated that only the 8-lane at-grade and all up double deck alternatives were being considered as viable design options. The all down and partially down alternatives were not considered viable at that time. Sandy noted that the Story Hill Neighborhood Association sent a letter to WisDOT after the July information meetings (*letter dated August 15, 2013*) stating their position on these alternatives. The neighborhood association strongly opposed the all up alternative due to visual effects and other impacts on the Story Hill neighborhood and asked WisDOT to revisit a tunnel alternative. They also expressed concerns about the at-grade alternative but would reluctantly support it compared to the all up double deck alternative. Sandy stated that if all three double deck alternatives are still on the table, this would change the neighborhood association's position expressed in their letter.

Bethaney Bacher-Gresock explained that the Section 106 consultation process is proceeding along with and parallel to the NEPA process (*National Environmental Policy Act environmental process*). The objective of the Section 106 consultation process is to obtain input from consulting parties on ways to avoid and minimize impacts to historic properties, which includes considering a range of possible alternatives. Although alternatives are typically narrowed through the NEPA process for the Draft EIS, several interested parties still need to be actively engaged in that process.

Carol Legard recommended that FHWA and WisDOT attempt to identify a preferred alternative in preparation for the January, 2014 consultation meeting. Tony Barth (WisDOT Southeast Region) noted that WisDOT and FHWA are working toward that objective.

Michele Curran asked about FHWA and WisDOT's take on a preferred alternative at this time in terms of public input. Tony Barth stated input has been mixed and depends to some extent on whether interested stakeholders are from outside the project area or have businesses/homes directly adjacent to the project. Bethaney Bacher-Gresock noted that some people have stated a preference for widening the freeway through the cemetery area even if that would involve relocating graves which she emphasized is not being considered by FHWA or WisDOT. Jason Lynch (WisDOT Southeast Region) noted that many of the comments and concerns at the July public meetings dealt with removing ramps at the Hawley Road and Mitchell Boulevard interchanges.

There was further discussion on how public input is considered and weighed in developing and screening the alternatives, for example input from key stakeholders such as the Brewers, Veterans Administration, Story Hill residents, etc. as opposed to input from the larger community. Charlie Webb noted that public input is important and tracked closely, but there isn't a formula for how it is weighted relative to other factors such as cost, input from state and federal review agencies, and the ability of the alternatives to meet project purpose and need.

MaryAnn Naber (FHWA Headquarters Office) noted that the ability to mitigate the adverse effects of particular alternatives is also an important consideration in their viability. She also noted that the Section 106 process is part of the overall NEPA process. Sherman Banker noted that before mitigation comes into play, efforts must first be made to avoid and minimize impacts, particularly to NHL properties.

In the interest of time, Gary Whited asked that the discussion return to whether the 8-lane at-grade alternative would likely have an adverse effect on any of the historic resources. He reiterated WisDOT and FHWA's opinion that there would be no adverse effects on any of the historic resources for this alternative and asked for input from the consulting parties.

Sherman Banker stated his opinion that the at-grade alternative could be designed to have no adverse effect. Michele Curran agreed.

Sandy Rusch stated that removing the Hawley Road/I-94 interchange ramps would have an effect on access to the Story Hill neighborhood and thought it would also affect access to the cemeteries. Charlie Webb and John Vogel (Heritage Research Ltd.) acknowledged that closing the Hawley Road interchange would change local traffic patterns, but should not adversely affect the historic properties in terms of the attributes that qualify them for listing in the National Register of Historic Places (NRHP).

Gary Whited asked Sherman Banker to elaborate on his statement that the project could be designed to have no adverse effects. Sherman explained that the information in the potential effects table is based on very general/conceptual design information for all of the alternatives. More detailed design information could trigger more specific input on ways to refine the alternatives to further avoid and minimize impacts to historic properties.

Carol Legard suggested that the group consider the at-grade alternative at this point as having a <u>conditional</u> no adverse effect. The final outcome would depend on having more design detail available.

Betsy Merritt (National Trust for Historic Preservation) noted that changes in access due to removing the I-94 ramps at the Hawley Road and Mitchell Boulevard interchanges could have an adverse effect on one or more of the historic properties and thought this should be discussed further.

Charlie Webb agreed that it's important to try and pin down whether changes in access would adversely affect the historic properties in terms of what makes them eligible for listing in the NRHP. For example, in past discussions, concern was expressed that changes in access to the VA complex could affect the historic preservation effort that's currently underway – rehabilitating the buildings and ultimately leasing them for adaptive reuse.

There was further discussion on whether changes in access (removing the I-94 ramps at the Hawley Road and Mitchell Boulevard interchanges) would adversely affect the attributes of the historic properties that make them eligible to the NRHP. The following additional points were made:

- John Vogel stated his opinion that loss of access at Hawley Road would require some travel pattern adjustments, but would not cause an adverse effect to the historic properties in terms of their historic significance.
- Bethaney Bacher-Gresock noted that access between the portions of the VA Cemetery that lie north and south of I-94 would be maintained under all of the alternatives.
- Jason Lynch noted that removing the Hawley Road and Mitchell Boulevard ramps on I-94 reduces future traffic on Hawley Road and Mitchell Boulevard to less than it is today compared to the no build alternative; this could be perceived as a beneficial effect.
- Tom Champa (Archdiocese of Milwaukee Catholic Cemeteries) noted that because access to Calvary Cemetery is off Bluemound Road, removing the I-94 ramps at Hawley Road or Mitchell Boulevard would not directly affect access to the cemetery. The Hawley Road interchange is more important than the Mitchell Boulevard interchange in terms of accessing the cemetery from I-94.

Genell Scheurell (National Trust for Historic Preservation) asked for a review of changes in access through the cemetery area with the at-grade alternative. Brad Heimlich reiterated the following key points:

- The Hawley Road/I-94 ramps would be removed. Hawley Road would continue to provide local access across I-94.
- Zablocki Drive would remain at its present location in the NHL. The existing bridge would be replaced with a slightly higher bridge to provide adequate clearance over I-94 and the approaches to the new bridge would need to be reconstructed to meet the higher bridge profile.

- The Mitchell Boulevard/I-94 ramps would be removed. Mitchell Boulevard would continue to pass under I-94 at its present location, providing access to Bluemound Road and Miller Park. The function of the existing Mitchell Boulevard interchange would be provided with a new interchange beneath the Stadium Interchange.

Genell asked where other access to I-94 would be provided. Brad Heimlich stated that the next access point to I-94 east of the cemetery area would be at the Stadium Interchange which is ½ to ¾ mile east of Mitchell Boulevard. The next interchange to the west is the 68th/70th Street interchange about ½ mile west of Hawley Road.

Betsy Merritt noted that there was discussion about relocation of Zablocki Drive within the NHL. Brad Heimlich reiterated that Zablocki Drive would not be relocated under the 8-lane at-grade alternative. Under the all up or partially down double deck alternatives, Zablocki Drive would be shifted east next to Mitchell Boulevard and would cross under I-94 rather than over I-94. With the all down alternative, Zablocki Drive would be raised slightly but would continue to cross over I-94, much like the at-grade alternative. Mitchell Boulevard would also cross over the freeway under the all down alternative.

Charlie Webb noted that another factor to consider is the potential effect of any connections or other alterations that could be made to Zablocki Drive and Mitchell Boulevard within the NHL south of I-94. Carol Legard stated that changes to any roadways that are contributing elements in the historic district could diminish the characteristics of the historic district and thus have an adverse effect. Charlie noted that the historic district nomination form mentions the roadway system in general but does not call out particular roads as being contributing elements.

Charlie Webb recommended that a meeting be scheduled with the VA to get their input on possible connections or alterations to Zablocki Drive and Mitchell Boulevard south of I-94.

(b) Discussion of all down double deck alternative

At this point, Gary Whited suggested that the remaining meeting time be used to begin discussion on the all down double deck alternative.

Kimberly Cook (Wisconsin Historical Society) noted that the I-94 project was briefly discussed at the November 7, 2013 WisDOT-FHWA annual interagency meeting. Safety aspects of the all down alternative were mentioned such as the need for stairways to provide ingress and egress from the tunnel in case of an emergency. Any design features needed for safety should be part of the discussion on potential effects.

Brad Heimlich noted that some preliminary fire protection and life safety aspects of the all down alternative such as the need for stairways were discussed at previous consultation meetings. According to national fire code standards, stairways should be no farther than 1,000 feet apart and they would need to have negative air pressure to prevent any toxic fumes from entering the tunnel. The fire protection codes also require a fully contained drainage system under the freeway for any contaminated fluids that would need to be flushed out of the tunnel. A forced air ventilation system (fans) would also be required to prevent any accumulation of toxic gases.

Sandy Rusch asked how many stairways would be needed through the cemetery area. Brad Heimlich stated that based on the 1,000 minimum spacing requirement there would need to be at least 2 stairways and maybe 3 on each side of the freeway. Brad also noted that the objective is to construct the all down alternative including any fire and life safety features entirely within the existing freeway right-of-way which is approximately 108 feet wide.

Kimberly Cook noted that any additional fire and life safety features that would be a visible part of the freeway should be considered in the assessment of effects for the all down alternative and requested that photo simulations be prepared for the next meeting to help visualize the stairwells and other features.

Michele Curran asked whether the driving lanes would need to be narrowed on the top level of the freeway in order to fit construction in the existing right-of-way. Brad Heimlich stated that this issue is being evaluated further. In order to accommodate the Hawley Road interchange ramps and any fire and life safety design elements, minimum shoulder widths and possibly narrower driving lanes may need to be considered.

Sara Orton (CH2M HILL) noted that any fire and life safety features that would be a visible element of the freeway should be added to the potential effects table for alternatives.

6. Meeting wrap up and next steps

At this point, the meeting was wrapped up due to time constraints. Gary Whited reiterated that the December meeting will be cancelled and Dobra Payant will send a notice. The next meeting (all day meeting) was tentatively set for Friday, January 10, 2014. WisDOT and FHWA will attempt to send out any meeting materials at least one week prior to the January 10 meeting recognizing that this may not be viable given the upcoming holiday period.

Action items from November 19, 2013 meeting

Key action items identified as a result of discussions at the November 19, 2013 meeting are listed as follows:

1. Dobra Payant (WisDOT Southeast Region) will send a notice cancelling the December 18, 2013 consultation meeting.

2. WisDOT will schedule a meeting with the VA to obtain input on possible connections or alterations to Zablocki Drive and Mitchell Boulevard south of I-94.

3. WisDOT will prepare photo simulations to illustrate fire and life safety features of the all down double deck alternative.

4. Consulting parties will provide any comments on the October 15, 2013 meeting minutes to WisDOT (Dobra Payant) on or before December 2, 2013.

DRAFT

Section 106 Consultation Meeting

I-94 East-West Corridor Study
(70th Street to 16th Street)
Milwaukee County
Project I.D. 1060-27-00

Meeting Date: October 15, 2013
Location: WisDOT Office, 1001 St. Paul Avenue, Milwaukee

Purpose: This was the fourth meeting in the ongoing National Historic Preservation Act Section 106 consultation process. The e-mail meeting invitation provided an opportunity to attend in person or by teleconference/webinar. The main purpose was to begin assessment of effects discussions for the historic properties within the I-94 project APE. The following materials were circulated electronically to the consulting parties ahead of the October 15, 2013 meeting with hard copies also provided to those who attended in person:

- Meeting agenda
- Draft meeting notes from September 23, 2013 consultation meeting (action items on page 6)
- Action item tracking form with status of all action items identified at consultation meetings
- Memo from FHWA identifying National Register listed/eligible historic properties within the project APE
- Summary sheets on historic significance of individual historic properties
- Draft table of potential effects on historic properties

Participants:

Lead Agencies: Federal Highway Administration (FHWA) and Wisconsin Department of Transportation (WisDOT)		
Bethaney Bacher-Gresock FHWA Wisconsin Division, Madison	Dobra Payant WisDOT Southeast Region, Waukesha	Dylan Gates WisDOT Southeast Region, Waukesha
MaryAnn Naber – teleconference Historic Preservation Officer FHWA Headquarters Office	Jason Lynch WisDOT Southeast Region, Waukesha	Sean McKinney WisDOT Southeast Region
Hazem Isawi FHWA Office of Chief General Counsel	Cameron Smith WisDOT Office of General Counsel, Madison	James Becker WisDOT Cultural Resources, Madison
David Nguyen WisDOT Southeast Region, Waukesha	Keegan Dole WisDOT Southeast Region, Waukesha	Jason Kennedy WisDOT Cultural Resources, Madison
Tony Barth WisDOT Southeast Region, Waukesha	Andrew Rohde WisDOT Southeast Region, Waukesha	
Project Consultant Team		
Brad Heimlich CH2M HILL	Zach Bentzler CH2M HILL	Mary Ellen O'Brien Transportation Environmental Mgmt.
Charlie Webb CH2M HILL	Tracy Kaurich CH2M HILL	David Keene Archaeological Research Inc.
Ben Goldsworthy CH2M HILL	Sara Orton CH2M HILL	John Vogel Heritage Research Ltd.
Meeting Facilitator		
Gary Whited College of Engineering, UW – Madison		
Section 106 Consulting Parties		
James Draeger SHPO Wisconsin Historical Society	Carol Legard - teleconference FHWA Liaison Advisory Council on Historic Preservation	Howard Karsh Beth Hamedrosh Hagodel Cemetery
Sherman Banker Wisconsin Historical Society Historic Preservation Division	Megan Daniels Project Manager Milwaukee Preservation Alliance Inc.	Thomas Champa Archdiocese of Milwaukee Catholic Cemeteries (representing Calvary Cemetery and Mausoleum)
Elizabeth (Betsy) Merritt Deputy General Counsel National Trust for Historic Preservation	Genell Scheurell National Trust for Historic Preservation Chicago Field Office	Kathleen Schamel – teleconference Historic Preservation Officer Department of Veterans Affairs

Participants (continued)

Matthew Cryer Section 106 Program Manager Zablocki VA Medical Center	Dawn McCarthy – teleconference Milwaukee Preservation Alliance Inc.	
Alphaeus Richburg Director, Wood National Cemetery	Carlen Hatala Senior Planner City of Milwaukee Historic Pres. Commission	

Agenda and Discussion:

1. Welcome and Introductions

Gary Whited (meeting facilitator) opened the meeting with brief remarks about the purpose, agenda, and other aspects of how the meeting would proceed. Participants were asked to introduce themselves and their agency affiliations.

2. Meeting Minutes and Action Items

(a) Finalize minutes from August 29, 2013 meeting

As noted in the action items for the September 23, 2013 meeting, consulting parties were asked to provide any comments on the draft August 29, 2013 meeting minutes to Dobra Payant (WisDOT Southeast Region) at or before the October 15, 2013 meeting. No comments were received.

(b) Review minutes from September 23, 2013 meeting

Draft meeting minutes for the September 23, 2013 meeting were sent to consulting parties by WisDOT on October 7, 2013, in preparation for the October 15, 2013 meeting. No comments were received at the October 15, 2013 meeting. To allow additional review time, consulting parties will provide any comments to Dobra Payant on or before October 28, 2013.

Dave Nguyen (WisDOT Southeast Region) asked to what extent the federal government shutdown affected the ability of consulting parties to prepare for and participate in the October 15, 2013 consultation meeting. Bethaney Bacher-Gresock (FHWA Wisconsin Division) noted that only the National Park Service (Michele Curran) was unable to participate due to the shutdown. Bethaney also noted that FHWA and WisDOT will coordinate separately with the NPS as soon as practicable to bring them up to speed with the other consulting parties.

(c) Action item tracking form

As noted in the action items for the September 23, 2013 meeting, WisDOT agreed to prepare an action item tracking form so consulting parties can be kept informed of the status of action items identified at each consultation meeting. The tracking form was sent to consulting parties on October 7, 2013 in preparation for the October 15, 2013 meeting. Gary Whited briefly reviewed pending action items:

- Action item #13 from July 15, 2013 consultation meeting (WisDOT will coordinate with Allied Veterans Council to obtain their insight on potential effects and mitigation aspects). WisDOT is still attempting to arrange a meeting with this group.

- Action Item #14 from July 15, 2013 consultation meeting (WisDOT will develop a list of potential adverse effects for the at-grade and double deck alternatives through the cemetery area). This item has been completed; a draft table on potential effects was sent to consulting parties on October 7, 2013 in preparation for the October 15, 2013 meeting.

- Action Item #2 from September 23, 2013 consultation meeting (WisDOT will contact Howard Karsh (Beth Hamedrosh Hagodel Cemetery representative) regarding concerns about news releases on the I-94 project that appear to conflict with the direction the project is taking through the Section 106 consultation process). Tony Barth (WisDOT Southeast Region) noted that WisDOT was still trying to contact Howard Karsh in this regard.

<u>Editorial sidebar</u>: Howard Karsh stopped in toward the end of the October 15, 2013 consultation meeting to drop off copies of the Journal Sentinel news article he had referred to during the September 23, 2013 meeting. The caption of the 9/2/13 news article is "I-94 expansion plan riles Milwaukee residents, city leaders." It also has the sub-title "Least expensive options are eliminated; double-decked option remains." The gist of the article was that WisDOT plans to move ahead with expanding I-94 to eight lanes and has eliminated other alternatives that would keep the freeway at three lanes in each direction, which is favored by the City of Milwaukee and other area stakeholders such as Story Hill residents. WisDOT discussed the article with Howard during the meeting break, and noted that project information is routinely distributed to the media in an attempt to have factual information released to the public. Although WisDOT cannot control what actually gets printed in the newspapers, they will continue to provide factual project information to media outlets and through the project's public information meetings, website and other forums, in an effort to minimize the amount of misinformation.

- Action item #7 from September 23, 2013 consultation meeting (consulting parties will provide comments to WisDOT on Section 106 milestone schedule at or before the October 15, 2013 consultation meeting). No comments were received.

- Action item #8 from September 23, 2013 consultation meeting (consulting parties will provide any comments on the August 29, 2013 meeting minutes to WisDOT on or before October 7, 2013). No comments were received.

Bethaney Bacher-Gresock suggested that the Section 106 milestone schedule and action item tracking form be provided as handouts at each consultation meeting.

3. Identify/Finalize Historic Properties within APE

Based on input from consulting parties at previous consultation meetings, FHWA and WisDOT finalized the "Identification of Historic Properties" step in the Section 106 process. FHWA's October 8, 2013 memo to WisDOT included a list of the historic properties and a map illustrating the property boundaries. WisDOT distributed this memo to consulting parties in preparation for the October 15, 2013 consultation meeting.

The historic properties are:

- Northwestern Branch, National Home for Disabled Volunteer Soldiers National Historic Landmark (NHL)
- Northwestern Branch, National Home for Disabled Volunteer Soldiers Historic District
  - The historic boundaries for the NHL and Historic District designations are essentially the same; the Historic District boundary is slightly larger in the southwest corner of the property and the NHL boundary is slightly larger in the Southeast corner.
- Soldiers Home Reef National Historic Landmark
  - Located within the Soldiers Home NHL and Historic District boundary
- Story Hill Residential District #1
- Story Hill Residential Districts #2 and #3
- Calvary Cemetery (recommended eligible to National Register of Historic Places). *As noted in item 4.4, The DOE for Calvary Cemetery was concurred in by the State Historic Preservation Officer (SHPO) on October 9, 2013*.

4. Assessment of Effects

Gary Whited (meeting facilitator) explained that the remainder of the meeting would focus on discussing potential effects on the historic resources that have been identified as being within the Area of Potential Effect (APE) of the build alternatives for the I-94 project. The discussion on potential effects includes a brief summary of each historic property by the cultural resources team members, and input from the design team on key engineering features for the at-grade and double deck alternatives through the historic resource/cemetery area from Hawley Road to Mitchell Boulevard. Summary sheets describing the historical significance of the individual historic properties were sent to consulting parties on October 7, 2013 along with the draft table of potential effects.

4.1 Northwest Branch, National Home for Disabled Volunteer Soldiers NHL National Branch, National Home for Disabled Volunteer Soldiers Historic District

Dave Keene (Archaeological Research Inc.) presented information on the "Soldiers Home" historic property. The property is located west of Miller Park, approximately between I-94 and National Avenue and includes the Wood National Cemetery that lies on both sides of I-94. Dave explained that this historic property is being discussed as one resource because the historic boundaries for the National Historic Landmark (NHL) and Historic District designations are essentially the same. The Historic District boundary is slightly larger than the NHL boundary in the southwest corner of the property and the NHL boundary is slightly larger than the Historic District boundary in the Southeast corner. The two boundaries are the same along I-94.

The Soldiers Home property was listed in the National Register of Historic Places in June, 2005, under Criterion A (broad patterns of history) and Criterion C (design/construction). The property was listed as a NHL in 2011. The most prominent building on the Soldiers Home property is the "Old Main" building designed by a Milwaukee architect and completed in 1869. The Soldiers Home Cemetery was established in 1871 to inter the remains of soldiers who died while at the Soldiers Home facility. The cemetery was renamed to the Wood Cemetery in 1937 in honor of General George Wood. Land was acquired from the cemetery in the early 1960's for construction of the exiting I-94 freeway and 42 graves were removed and re-interred elsewhere in the cemetery. It became a National Cemetery in 1973, the only one in Wisconsin. Burials include veterans from the War of 1812 through the Iraq war.

Jim Becker (WisDOT Cultural Resources) asked Dave to clarify why the NHL and Historic District boundaries are slightly different. Dave Keene explained that the difference in the boundaries is probably due to the period of significance assumed for each designation. The largest footprint is being used for the assessment of effects.

Sherman Banker (Wisconsin Historical Society) commented that the historic boundary is important because the property's setting/landscape is as crucial as the buildings in understanding the period of significance and potential effects.

Brad Heimlich (CH2M HILL) reviewed key design features of the alternatives in the cemetery area (Hawley Road to Mitchell Boulevard).

4.1.1 Key design features of at-grade alternative

- Expand existing 6-lane freeway to 8 lanes (one additional lane in each direction) within existing freeway right-of-way to avoid physical encroachment on historic properties including Wood National Cemetery.
- Would need to use 11-foot driving lanes rather than 12-foot lanes (freeway design standard), and there would essentially be no inside or outside shoulders.
- Although not yet specifically determined, the vertical elevation of I-94 may need to be raised by about 1-3 feet through the cemetery area to meet design standards.
- Hawley Road and Mitchell Boulevard currently pass under I-94 and each interchange currently has direct entrance and exit ramps to I-94. The ramps to and from I-94 at both of these interchanges would need to be eliminated; providing ramps in this short/narrow segment would degrade traffic operations, cause safety concerns, and impact the cemeteries.
- Access currently provided by the Mitchell Boulevard interchange ramps is proposed to be replaced by constructing a separate embedded interchange beneath the Stadium Interchange.
- Zablocki Drive currently passes over I-94 providing a connection between portions of the Wood National Cemetery north and south of I-94. It would remain at its present location but the bridge over I-94 would need to be replaced due to substandard vertical clearance over the freeway. The new bridge would be slightly higher and longer and short segments of Zablocki Drive on each side of the bridge would need to be reconstructed to tie the new bridge into the existing roadway.
- There is strong local concern by the cities of Milwaukee and West Allis about removing access to and from I-94 at the existing Hawley Road and Mitchell Boulevard interchanges.

Jim Draeger (SHPO, Wisconsin Historical Society) asked whether it would be possible to lower the gradeline for I-94 rather than raising the Zablocki bridge, noting that in general there would be less potential for adverse effects if the elevation of the build alternatives is the same as the existing elevations. Brad Heimlich responded that the close proximity of Mitchell Boulevard and Zablocki Drive would create problems for lowering the I-94 gradeline. Mitchell Boulevard already has a low clearance under I-94, so lowering the freeway would mean lowering Mitchell Boulevard even more. This would make the Mitchell Boulevard connection to the VA campus steeper than it is today.

Sherman Banker asked for confirmation that there would be no access to and from I-94 at Mitchell Boulevard. Brad responded that this is correct, Mitchell Boulevard would remain in its present location but the ramps to and from I-94 would be removed. The next opportunity to enter and exit I-94 would be at 68th Street, west of the Hawley Road interchange, or the Stadium Interchange east of Mitchell Boulevard.

4.1.2 Key design features of double deck alternatives

The double deck alternatives would stack the freeway with the eastbound roadway over the westbound roadway; the transition back to side-by-side eastbound and westbound roadways would occur just west of the Hawley Road interchange and just east of Zablocki Drive. The double deck design alternatives include “all up”, “all down” or “partially down” each of which has pros and cons. In general, the construction footprint would be the same for the double deck alternatives.

<u>All up alternative</u>

- The top deck of the freeway would be 28-30 feet above the existing I-94 elevation.
- The elevated freeway would extend from Hawley Road to a point between existing Zablocki Drive and Mitchell Boulevard.
- The Hawley Road interchange ramps would remain.
- The Zablocki Drive bridge would need to be removed.
- Zablocki Drive would be shifted east to run parallel to Mitchell Boulevard, both of which would pass under I-94; at the request of the VA, Zablocki Drive would not connect with Mitchell Boulevard.
- The Mitchell Boulevard ramps would be removed and access provided by this interchange would be replaced by the new embedded interchange beneath the Stadium interchange.

Bethaney Bacher-Gresock asked what the overall distance is through the cemetery area for the double deck alternatives. Brad Heimlich responded that this distance, from Hawley Road to Mitchell Boulevard, is about is about 1,800 feet or 0.3 mile.

Betsy Merritt (National Trust for Historic Preservation) noted that relocating or otherwise reconstructing Zablocki Drive would be a disturbance within the NHL property boundary.

Bethaney Bacher-Gresock referred to the handout graphic titled History of Zablocki Drive and Mitchell Boulevard. Zablocki Drive was constructed in its present location prior to designation of the Northwestern Branch, National Home for Disabled Volunteer Soldiers as a NHL (2011) or Historic District (2005). Although Zablocki Drive currently lies within the NHL and Historic District boundary, it is not necessarily historically significant because it does not fall within the period of significance for the NHL *(1866-1930)* or Historic District *(1867-1955)*.

Al Richburg (Wood National Cemetery) stated that maintaining access across I-94 for equipment that’s transported between the north and south parts of the cemetery, causing no disturbance to graves, and having good access to and from I-94 for the VA facility are the VA’s main concerns. He also noted that shading of grass in the cemetery due to freeway structures would also be of concern. Brad Heimlich stated that the project team has done some preliminary modeling to determine where substantial shading would occur. Al also noted it is difficult to get heavy equipment across the existing narrow Zablocki Drive bridge.

Dave Nguyen mentioned that the existing Zablocki Drive bridge is a “fracture critical” design which means that if one component fails, it would likely collapse; therefore it is best to replace this structure with a different type. Dave also noted that Zablocki Drive and Mitchell Boulevard are being kept as separate roadways at the VA’s request so there is no mixing of VA traffic and Miller Park traffic, particularly on game days.

<u>All down alternative</u>

- The westbound I-94 roadway would be in a tunnel. The eastbound roadway would be at essentially the same elevation as existing I-94 and the bottom deck would be about 28-30 feet lower than existing I-94.
- Due to the distance needed for coming out of the tunnel and transitioning back to the existing freeway, Hawley Road, Zablocki Drive, and Mitchell Boulevard would all need to go over I-94 and would need to be raised about 25 feet.
- The Hawley Road and Mitchell Boulevard ramps would be removed; access provided by the Mitchell Boulevard interchange would be replaced by the new interchange embedded beneath the Stadium interchange.
- There are several life safety constraints and concerns with the all down alternative (stairs to evacuate drivers and passengers in case of an emergency, ventilation, firefighting equipment and access). Also, I-94 would need to be fully closed for a minimum of 6 months to build the all down alternative.

Betsy Merritt referred to the Comparison of Alternatives matrix that was provided and discussed at the September 23, 2013 consultation meeting (copies made and handed out at October 15 meeting). For the all down alternative, that matrix says Zablocki Drive would be rebuilt in its current location (but higher); is this consistent with what is being shown on today's graphics? For example, the graphic titled Zablocki Drive Reconstruction Options doesn't seem to show constructing a separate bridge over I-94 for Zablocki Drive. Betsy's observation is correct, the Zablocki Drive Reconstruction graphic for the all down alternative should also show Zablocki Drive going over I-94. *The Zablocki Drive Reconstruction graphic has been revised.*

<u>Partially down alternative</u>

- The elevations of the upper and lower decks for this alternative would be somewhere between the elevations for the all up and all down configurations.
- The bottom deck would not be lowered any more than 8 feet below ground. If it were lowered more than 8 feet, it would become a tunnel like the all down alternative and would have the same life safety constraints and concerns. Like the all down alternative, the partially down alternative, if lowered any more than 8 feet below ground, would also require full freeway closure for a minimum of 6 months to build it.
- The Hawley Road interchange ramps would remain.
- The Zablocki Drive bridge would need to be removed.
- Zablocki Drive would be shifted east to run parallel to Mitchell Boulevard, both of which would pass under I-94; Zablocki Drive would not connect with Mitchell Boulevard.
- The Mitchell Boulevard ramps would be removed and access provided by this interchange would be replaced by the new interchange embedded beneath the Stadium interchange.

Sherman Banker stated that the duration and sequencing of interchange closures and other access changes will also be a concern for traffic to and from the historic properties; he would like to have some information on this topic at a future meeting. Brad Heimlich referenced the alternatives comparison matrix and noted that it lists construction timeframes for the alternatives; 1-2 years for the at grade alternative and up to 3 years for the double deck alternatives.

Jason Lynch (WisDOT Southeast Region) noted that WisDOT will prepare an access management plan for accommodating emergency services and other traffic during construction; the goal will be to minimize the number of interchange ramp closures at any one time. Traffic on Bluemound Road and National Avenue will increase during the I-94 construction. He also reiterated that most of the traffic to and from the VA complex uses National Avenue (75-80 percent) with the remaining 15-20 percent using Mitchell Boulevard. Jason also noted WisDOT's efforts to minimize disruption during construction on previous southeast Wisconsin freeway projects like the Marquette Interchange and Mitchell Interchange. For example, WisDOT suspended pile driving adjacent to a Marquette University dorm during final exam week. Access during construction should be a big issue in preserving the historic buildings.

4.1.3 Preliminary effects discussion

Dave Keene referenced the table titled Potential Effects on Historic Resources that lists examples of adverse effects from 36 CFR 800.5(a)2 and compares the double deck and at grade alternatives to those criteria.

The following key points were made with respect to the Soldiers Home historic property:

- While separate sheets are included for the Northwest Branch, National Home for Disabled Volunteer Soldiers (one for the NHL designation and one for the Historic District designation), the listed effects are the same for each designation.
- No potential effects were identified under criterion (i) *physical destruction or damage to all or part of the property*, item (iii) *removal of property from its historic location*, item (vi) *neglect of property which causes its deterioration*, or item (vii) *transfer, lease or sale of property out of federal ownership or control*.
- Potential effects would occur under item (ii) *alteration of a property*.
  - All of the alternatives would involve reconstruction or relocation of Zablocki Drive and Mitchell Boulevard; no buildings would be altered.
- Potential effects would occur under item (iv) *change of character of property's use or physical features that contribute to its historic significance*.
  - All of the alternatives would involve changes in freeway access at Hawley Road and/or Mitchell Boulevard.
  - All alternatives would involve reconstructing Zablocki Drive and/or replacing the bridge over I-94.
- Potential effects would occur under item (v) *introduction of visual, atmospheric or audible elements that diminish the integrity of the property's significant historic features*.
  - The elevated freeway under the all up and partially down alternatives would alter views to and from the Wood National Cemetery and there would be a slight increase in traffic noise levels (± 2 decibels).
  - There would be no substantive change in the freeway elevation with the all down or at grade alternatives and no changes in noise levels.
  - The visual footprint for the all down alternative would change due to constructing Hawley Road and Mitchell Boulevard over I-94.

Jim Draeger noted that reconstruction of Zablocki Drive including replacing the bridge over I-94 and/or shifting the alignment could be considered physical destruction under criterion (i) *physical destruction or damage to all or part of the property.* After further discussion that included comments on whether Zablocki Drive is historically significant and whether it was included in the original property descriptions for the Historic District or NHL, Gary Whited stated that this issue would be investigated further. See editorial sidebar below.

<u>Editorial Sidebar</u>: Review of the NHL nomination form for the Northwestern Branch, National Home for Disabled Volunteer Soldiers (NPS Form 10-900 for Northwestern Branch, NHDVS) includes the following paragraph that mentions Zablocki Drive.

"The boundaries of the Northwest Branch, National Home for Disabled Volunteer Soldiers NHL are discontiguous as the district was physically divided when the East-West Expressway portion of the Milwaukee County Expressway (now Interstate Highway 90/94) was built west from downtown to Waukesha County in 1962. The Highway construction bisected the district into a northern third, which contains 5 acres of Wood National Cemetery and part of the Zablocki Drive services road and the Homes' original entrance road (General Mitchell Boulevard), and the larger southern two-thirds portion of the district. While the interstate highway physically separates the district, the landscape and resources remain historically contiguous and are considered contiguous in day-to-day operations by both the Wood National Cemetery and the Department of Veterans Affairs in the upkeep and maintenance of the cemetery markers and the VA grounds. The strip of land west of General Mitchell Boulevard has natural grasses and flowers. This appearance, combined with the presence of the historic Calvary Cemetery to the west, continues to evoke the historic north entrance approach."

Page 26 of the nomination form notes that the landscape/road system is a contributing element to the NHL, but does not specifically mention Zablocki Drive.

Sherman Banker stated that alteration of the landscape, including structures like the Zablocki Drive bridge, needs to be kept in mind when assessing effects. He also stated that changes in access to the VA complex could be a factor in the VA's willingness or ability to continue rehabilitating the contributing buildings for re-use.

Bethaney Bacher-Gresock noted that the potential effects table says the elevated freeway under the all up alternative would be 25-28 feet above the existing freeway elevation and the alternatives comparison matrix says 30 feet. Brad Heimlich acknowledged this difference and stated that the project team will use 30 feet for purposes of the Section 106 process and EIS. This height could be less as more design information becomes available.

Jim Draeger noted that the entire VA property can be seen from the upper floors of building #2 including the cemetery on the north side of I-94.

Dave Nguyen asked about atmospheric pollutants as part of criterion (v). Brad Heimlich responded that the air quality analysis for the EIS did not identify any concerns for project level Carbon Monoxide emissions. Further, based on the qualitative analysis for particulate emissions (PM 2.5) that included consultation with FHWA, EPA, the Wisconsin Department of Natural Resources (DNR), and the Southeastern Wisconsin Regional Planning Commission (SEWRPC), this I-94 project is not a project of air quality concern.

Carlan Hatala (Milwaukee Historic Preservation Commission) noted that she lives in the Story Hill neighborhood off Bluemound Road and that noise from the freeway, Bluemound Road, and other sources such as Miller Park during games is a problem. Even though the increase in noise from I-94 is only 2 decibels, and a change of 3 decibels is perceptible to the human ear, any increase in noise in the Story Hill residential neighborhoods could be a concern for future of the neighborhoods.

Betsy Merritt asked whether there have been any studies on the effects of vehicular exhaust on adjacent headstones. Al Richburg responded that there are no effects that he is aware of. The headstones are made of granite and marble and they are cleaned every six months. Even though most of the headstones are over 100 years old, they do not have any stains, including those adjacent to I-94.

Betsy Merritt noted that the issue of access changes possibly affecting the future viability and reuse of the historic properties could fit under adverse effect criterion (iv) *change of the character of the property's use or physical features that contribute to its historic significance*.

Kathleen Schamel (Department of Veterans Affairs) noted that depending on the height of retaining walls and other walls, there could be effects on landscaping due to shading and visual effects. She also mentioned possible effects due to traffic noise and vibration (possible impacts to headstones).

Betsy Merritt suggested adding a category for possible vibration effects to adverse effect criterion (v) *introduction of visual, atmospheric or audible elements that diminish integrity of the property's significance historic features*.

Brad Heimlich noted that WisDOT does monitor possible effects of vibration on adjacent buildings where this has been identified as a possible concern. Charlie Webb (CH2M HILL) added that vibration monitoring was done for historic structures on the Park East Freeway project in Milwaukee and that data could be applicable to some extent to the I-94 project. Charlie also reiterated the contact that had been made with the California Department of Transportation (CalTRANS) to find out whether traffic vibration was of concern on a San Francisco project that is adjacent to a national cemetery. CalTRANS determined that vibration was not an issue for the headstones and no monitoring is being done.

Jason Lynch noted that a crack and damage survey was done before construction of the Marquette Interchange project so that any changes could be documented after construction. WisDOT also implemented construction constraint times to consider activities such as student study times in the dorms. Similar measures could be developed for the I-94 project to meet expectations of surrounding businesses and other stakeholders.

Al Richburg stated that traffic or construction vibration would not be an issue for the Wood National Cemetery headstones. The stones weigh about 200 pounds (approximately 90 percent are marble and 10 percent are granite). The stones are about two feet below ground and two feet above ground. The only issue that has occurred is that a couple of headstones sank over time due to an underground stream and unstable soils on the north side of the freeway.

Carlan Hatala noted that even with the existing interchanges and ramps in place there's still traffic diversion into the Story Hill neighborhood and traffic backup after stadium events. She is concerned about compounding this problem when there are fewer access points. Area residents were assured that traffic backups would be lessened when the circle drive was constructed in Miller Park, but this hasn't happened. Games cause about 1/3 of the traffic backups and special events at Miller Park add to this.

4.2 Soldiers Home Reef

Dave Keene summarized the historical significance of the Soldiers Home Reef that lies within the Soldiers Home NHL and Historic District boundaries. The reef is located on the southwest side of Miller Park about ¼ mile south of I-94. There is no line of sight between the reef and I-94 due to dense stand of trees and other vegetative cover. The reef is an approximate 400 million year old geological feature that contains a variety of marine fossils making it the first such reef discovered in North America. The reef is also important because it was discovered by Increase Lapham, an early Wisconsin scientist/geologist.

Dave noted that no adverse direct or indirect effects to the reef are anticipated because of its distance from I-94.

Genell Scheurell (National Trust for Historic Preservation) asked whether any reconstruction of the stadium ring road (adjacent to the reef) would occur as part of the I-94 project. Brad Heimlich stated that coordination with Miller Park indicates no substantial change in traffic volumes on the ring road are anticipated, so no reconstruction is anticipated to be required.

4.3 Story Hill residential historic districts

John Vogel summarized the historic significance of the Story Hill residential historic districts. Story Hill #1 is bounded by Wisconsin Avenue to the north, Bluemound Road to the south, US 41 to the east and 51st Street to the west. Most of the homes are late 19th and early 20th century Craftsman or Colonial Revival architectural styles. There are 102 properties in the Story Hill #1 historic district with 90 contributing.

The Story Hill #2 and #3 historic district is bounded by Bluemound Road to the north, Story Parkway to the south and east, and Mitchell Boulevard Park to the west. The historic district is composed of a significant concentration of Period Revival homes as well as Craftsman bungalows and Contemporary style homes. There are 153 properties in the Story Hill #2 and #3 historic district with 150 contributing. Six homes abut the I-94 freeway right-of-way.

The Story Hill residential districts are eligible for the NRHP based on their age, architectural style and integrity. John noted there is an error on the potential effects table that indicates eligibility under Criterion A (important events). This should be Criterion C (design/construction).

4.3.1 Key I-94 design features relevant to Story Hill Historic District

Brad Heimlich summarized the key engineering design features in the vicinity of Story Hill. The double deck alternatives would begin to transition back to the side-by-side freeway configuration near the west edge of the Story Hill residential district. The double deck alternative would fully return to the side-by-side configuration at Yount Drive, near the east side of Story Hill #2 and #3. Another design feature at this location would be reconstruction of the Stadium Interchange southeast of the Story Hill residential districts. The existing Mitchell Boulevard/I-94 interchange would be removed and replaced with a new embedded interchange beneath the Stadium Interchange. Reconstruction on the stadium interchange north leg (US 41) would match into the existing roadway at Bluemound Road; the existing Bluemound Road bridge over US 41 would be replaced in kind.

Carlan Hatala noted that removal of the existing Mitchell Boulevard interchange will eliminate access to I-94 from the west side of the neighborhood (via Bluemound Road to Mitchell Boulevard). She asked whether there would be any changes to access via the US 41/Wisconsin Avenue interchange. Brad responded that existing access to Story Hill via Wisconsin Avenue/US 41 would not be changed.

Betsy Merritt asked about the small triangular portion of land that's excluded from the Story Hill historic district boundary on the project maps adjacent to Bluemound Road. Brad Heimlich explained that this land is part of the highway right-of-way from previous construction on Bluemound Road.

Betsy also asked about Story Parkway and Bluff Park adjacent to the Story Hill historic district. In particular, she wondered whether Story Parkway should be included as a contributing element in the Story Hill historic district.

Charlie Webb explained that Story Parkway is an approximate 150-foot wide green space area owned by Milwaukee County. The parkway is separate from the Story Hill residential subdivision and was there before the homes were built. Charlie also noted that Bluff Park is an open space area currently owned by the Wisconsin Department of Administration as part of Miller Park.

Carlan Hatala noted that Milwaukee County is attempting to regain ownership of the Bluff Park parcel because the county believes it was inadvertently deeded to Miller Park during land transactions with the Department of Administration.

4.3.2 Preliminary effects discussion

John Vogel reviewed preliminary effects to the Story Hill historic districts as identified by the I-94 project team. No substantive effects were identified for the Story Hill #1 historic district. There is an apartment complex in the area south of Bluemound Road and west of US 41 that obscures views of the Stadium Interchange and US 41 from the Story Hill #1 historic district. None of the I-94 build alternatives will require acquisition of homes or right-of-way from any of the Story Hill historic districts.

Potential effects to the Story Hill #2 and #3 historic district include the following:

- The ramps to and from I-94 at the existing Mitchell Boulevard interchange would be eliminated for all of the build alternatives; access would be replaced with a new interchange beneath the Stadium Interchange.
- With the all up and partially down alternatives, the I-94 elevation would be higher than the existing elevation at the west edge of the Story Hill historic district (20 feet for all up and 14-16 for partially down). There would be no difference in elevation at the east edge of the historic district.
- There would be little change to views of the freeway with the all down and at grade alternatives; Mitchell Boulevard would cross over I-94 with the all down alternative.
- The flyover ramp at the Stadium Interchange for eastbound I-94 to northbound US 41 traffic would be higher than the existing ramp and would alter views of the freeway from the south end of the Story Hill historic district.
- Under the all up and partially down alternatives, there would be an approximate 2 decibel increase in traffic noise in Design Year 2040 for homes adjacent to I-94 at the south edge of the Story Hill #2 and #3 historic district. Typically, changes of less than 3 decibels are not perceptible to the human ear.
- While property values may fluctuate, there is no reason to expect that properties in the Story Hill historic district would be neglected.

Carlan Hatala reiterated her concern that various sources of noise are very prominent in the Story Hill neighborhood (I-94 and Bluemound Road traffic noise, stadium noise and fairground noise)

Sherman Banker reiterated his concern about the possible effects of changes in traffic patterns and accessibility. Due to elimination of ramps to and from I-94 at Hawley Road and Mitchell Boulevard, traffic is forced to use alternate routes and this could increase traffic volumes through the Story Hill #2 and #3 historic districts in particular. Possible changes in traffic patterns should be analyzed further.

Jason Kennedy (WisDOT Cultural Resources) noted that traffic detours during construction could also affect access.

Carlan Hatala noted that when construction was being done on the Stadium Interchange, traffic did divert into the Story Hill neighborhood. With fewer access points to and from I-94 it is likely that more traffic will use Bluemound Road Wisconsin Avenue in particular.

Jim Draeger stated the key message is to further evaluate the effects of changes in access and possible traffic re-routing on all of the historic properties.

Jim also stated that visual effects also include views from the historic properties; therefore, any walls constructed as part of the I-94 project could have an adverse visual effect if visible from historic properties. Such visual effects would also have an adverse effect on property values and this issue should be explored further.

Betsy Merritt asked why the existing Mitchell interchange ramps to and from I-94 need to be removed. Jason Lynch explained that the main reason is safety. Because the Hawley Road, Mitchell Boulevard and Stadium interchanges are so close together, there isn't enough room for safe traffic weaving movements. Moving the Mitchell Boulevard interchange to a new location beneath the Stadium Interchange will provide sufficient traffic weaving distances between these interchanges.

Brad Heimlich noted that the new Mitchell Boulevard diamond interchange will be a much higher capacity interchange and in conjunction with the reconfigured Stadium Interchange, will help minimize traffic diversion to other locations.

Charlie Webb noted that access will be different but not be reduced; traffic will need to go ½ mile farther east to get on and off I-94 but other local road access points will remain the same. Public outreach to the Story Hill neighborhood and adjacent residents did not indicate a concern over the Mitchell Boulevard access being moved ½ mile east.

Brad Heimlich noted that design options are still being evaluated; for example, the possibility of providing a connection between 44th Street and Yount Drive as another way to get traffic to Wells Street and Wisconsin Avenue.

Carlan Hatala expressed concern about consolidating traffic movements that are now dispersed over two interchanges, into one location at the Stadium Interchange

Dave Nguyen suggested an explanation of the difference between a service interchange and a system interchange might help understand what is being proposed at the Stadium Interchange.

Brad Heimlich explained that a system interchange connects two major freeways and provides free flow traffic movements in all directions. A service interchange connects the freeway with local arterials like Hawley Road. Brad noted that the Stadium Interchange would actually be a four level interchange with the top level being up to 40 feet higher than what is there today. The first level would be for the relocated Mitchell Boulevard service interchange. The second level is the I-94 mainline. The third level is shared by the US 41 mainline, right turns to US 41 from I-94, and left turns from US 41 to I-94. The top (fourth) level accommodates the free flow movements for eastbound I-94 to northbound US 41 and westbound I-94 to southbound US 41.

Sherman Banker stated that additional visual simulation should be done to further illustrate views of this interchange from various points on the historic properties. Sherman also asked what the total cost would be for reconstructing the Stadium Interchange. Tony Barth (WisDOT Southeast Region) looked up this information and reported that the Stadium Interchange cost is estimated at $390 million.

Jim Becker asked for additional discussion on the methodology for determining possible effects on property values due to the I-94 project as requested by Jim Draeger. This is an often asked question on highway projects that involve proximity effects to adjacent properties and there doesn't seem to be a readily supportable method for making such determinations either in a qualitative or quantitative way.

Jim Draeger stated that WisDOT may need to contact partners at the state or national level to find out how this is being handled elsewhere.

Carlan Hatala suggested that the City of Milwaukee might be able to provide some insight based on changes in property values that may have occurred over time for properties adjacent to the Park East Freeway project.

Carol Legard (Advisory Council on Historic Preservation) stated that she is unaware of this issue being assessed on other projects. She will check on whether this has been done.

4.4 Calvary Cemetery

John Vogel reviewed the historical significance of Calvary Cemetery which is bounded by Bluemound Road to the north, a transmission line corridor to the south, Zablocki Drive to the east and Hawley Road to the west. The Determination of Eligibility (DOE) submitted to the Wisconsin Historical Society recommended eligibility under both Criterion B (important persons) and Criterion C (design/construction). *The SHPO concurred in the DOE on October 9, 2013 with a note stating that more research would be required to justify eligibility under Criterion B if this property were to be officially nominated to the NRHP in the future.* Again, John noted there was an inadvertent error on the potential effects table – the listed eligibility criterion in the table should be Criterion C, not Criterion A.

The Calvary Cemetery is the oldest operational Catholic cemetery in the City of Milwaukee. The defining landscape feature is the large hill on the east side of the property, the resting place for a number of local Catholic clergy and marked with a chapel, a contributing building. There are 8 additional contributing structures including the gatehouse. A number of influential people in the City of Milwaukee's history are buried in the cemetery. The cemetery is separated from I-94 by the transmission line corridor, the Beth Hamedrosh Hagodel Cemetery and a corner of the Wood National Cemetery adjacent to Zablocki Drive.

4.4.1 Key I-94 design features relevant to Calvary Cemetery

Brad Heimlich summarized the key design features relevant to the Calvary Cemetery. There would be no substantive changes from existing conditions for the at grade or all down alternatives. Under the all up and partially depressed alternatives, I-94 would be raised above its existing elevation (25-28 feet for the all up alternative and 17-20 feet for the partially depressed alternative). Access to the Calvary Cemetery is off Bluemound Road; therefore there are no access issues with respect to the Hawley Road or Mitchell Boulevard interchanges.

Tom Champa (Archdiocese of Milwaukee Catholic Cemeteries) stated there is a gated access point to the cemetery off Hawley Road, but this gate is not opened for public access.

4.4.2 Preliminary effects discussion

John Vogel reviewed the preliminary effects identified by the I-94 project team. Under the all up and partially down alternatives the elevation of I-94 would be higher than the existing elevation (25-28 feet for all up and 17-20 feet for partially down). This would alter views to and from the Calvary Cemetery but the intervening power line corridor and Wood National Cemetery would buffer this visual change to some extent. There would also be an approximate 3 decibel increase in the noise level at the Calvary Cemetery. For the all down and at grade alternatives there would be little change to views to and from the cemetery.

Betsey Merritt asked why there would be a greater increase in noise at the Calvary Cemetery than at the Wood National Cemetery which is closer to the freeway than the Calvary Cemetery. Brad Heimlich responded that this is probably due to the Calvary Cemetery being at a higher elevation than the Wood National Cemetery. Brad will check this out with the project team member who did the noise analysis.

5. Other Discussion

At this point, Gary Whited stated that the main purpose of the meeting had been accomplished, to begin discussions on potential effects for the alternatives through the cemetery area. Gary then asked the group if they would be comfortable using the remaining time to start a discussion on possible mitigation measures.

Jim Draeger stated that starting a discussion on mitigation would be premature because of additional information needed to more clearly define the potential effects.

Sherman Banker stated that typically mitigation is determined after a preferred alternative has been selected; there wouldn't be four separate scenarios for a Memorandum of Agreement (MOA) to cover all of the alternatives still on the table.

Bethaney Bacher-Gresock acknowledged Sherman's point and agreed that mitigation is typically done for the preferred alternative. However, from a Section 4(f) perspective, FHWA does not want to prematurely pin down a preferred alternative or preclude additional input on the alternatives and possible refinement to help avoid and minimize the impacts to historic properties.

Carol Legard noted there's a Catch 22 situation between conducting the Section 106 process after a preferred alternative has been identified and conducting it early in the process. A benefit of conducting the process early is the opportunity to provide input on the alternatives and refine them. At this time, it would help to provide feedback on the alternatives, identify issues of concern and whether they can be mitigated, and perhaps move toward an alternative that is best for the historic properties.

Kathleen Schamel stated that the National Park Service needs to be involved before moving ahead with mitigation aspects.

At this point, the discussion turned to the extent to which alternatives that would not increase capacity on I-94, and thus minimize impacts to the historic properties, were evaluated. Brad Heimlich and Bethaney Bacher-Gresock responded that a wide range of alternatives including no build and replace in kind were developed and evaluated against project purpose and need. These alternatives are documented in Section 2 of the EIS which has been distributed to participating and cooperating agencies in the environmental review process for the I-94 study, and to the public. Section 2 is also available on the I-94 project website.

After further discussion, it was recommended that consulting parties take a look at EIS Section 2 to become familiar with the full range of alternatives that were developed and evaluated and reasons why certain alternatives were dismissed from further consideration. To assist in this effort, EIS Section 2 or highlighted excerpts from it will be sent to consulting parties.

Sherman Banker asked when the Final EIS is due and where in the process a preferred alternative would be identified. Brad Heimlich responded that the plan is to complete and distribute the Final EIS in late summer or early fall of 2014. The official *preferred* alternative would be identified soon after the public hearing which is targeted for January, 2014. WisDOT is planning to identify their *recommended* alternative in the Draft EIS.

David Nguyen asked if there would be any benefit in trying to identify possible mitigation measures and having a draft MOA in place at the public hearing. Jim Draeger responded that development of specific mitigation measures and a draft MOA should be kept open until after the public hearing so that public input is not foreclosed.

Carol Legard suggested it would help to know what other consulting parties think about the various alternatives at this point, perhaps having the alternatives ranked in terms of Section 106 aspects.

Jim Draeger noted that the necessary information on the alternatives through the cemetery area is already presented in the potential effects table; the at grade alternative has the least effect on historic properties, the all up has the most effect and the others are somewhere in between.

Gary Whited provided closing remarks. WisDOT will provide materials and responses to the issues raised at the October 15, 2013 meeting on or before November 8, 2013 in preparation for the next consultation meeting on November 19, 2013. WisDOT and FHWA will also meet with the National Park Service to bring them up to speed on what occurred at the October 15, 2013 meeting. The plan is to begin discussing potential mitigation at the November 19, 2013 meeting.

Jim Draeger noted that there also needs to be continued discussion on effects at the November 19, 2013 meeting in view of the additional information WisDOT has been asked to provide regarding alternatives and other Section 106 aspects. Jim noted that the future MOA will be developed in accordance with the "Toolkit for Development of Section 106 Memoranda of Agreement for Above-ground Resources" developed by FHWA, the SHPO and WisDOT (Jim held up a copy of this report).

Betsy Merritt requested a copy of this document. It will also be sent to the other consulting parties as part of the package of materials that will be distributed on or before November 8, 2013.

WisDOT and FHWA thanked the consulting parties for attending and the meeting was adjourned.

Action Items Identified at October 15, 2013 Meeting

Key action items identified as a result of discussions at the October 15, 2013 meeting are listed as follows:

1. WisDOT will coordinate with the National Park Service (NPS) to bring them up to speed on what occurred at the October 15, 2013 consultation meeting. The NPS was unable to participate in the October 15, 2013 meeting due to the federal government shutdown.

2. WisDOT will include the Section 106 milestone schedule and the action item tracking form in the handout packets for each consultation meeting.

3. WisDOT will evaluate possible changes in traffic patterns that could affect the Story Hill historic district as a result of eliminating the ramps at the Hawley Road and Mitchell Boulevard interchanges.

4. WisDOT will try to locate sources and information concerning possible effects on property values in the Story Hill historic district due to visual effects from the elevated freeway and other structures. The Advisory Council on Historic Preservation (Carol Legard) will also check to see if they have such information from other projects.

5. WisDOT will do additional visual simulations to illustrate views of the Stadium Interchange area from various locations on the historic properties.

6. WisDOT will look into the noise analysis data to find out why the predicted noise levels would be higher at the Calvary Cemetery than in the Wood National Cemetery with the all up or partially down alternatives.

7. WisDOT will prepare applicable excerpts from EIS Section 2 (Alternatives) or otherwise highlight information so the consulting parties can review the data/reasons behind retaining or dismissing certain alternatives relative to the historic property segment.

8. WisDOT will circulate the FHWA/SHPO/WisDOT "Toolkit for Development of Section 106 Memoranda of Agreement for Above-ground Resources" to consulting parties for their information.

9. Consulting parties will provide any comments on the September 23, 2013 meeting minutes to WisDOT (Dobra Payant) on or before October 28, 2013.

10. Consulting parties will provide any comments on the October 15, 2013 meeting minutes to WisDOT (Dobra Payant) at or before the November 19, 2013 consultation meeting.

DRAFT

Section 106 Consultation Meeting

I-94 East-West Corridor Study
(70th Street to 16th Street)
Milwaukee County
Project I.D. 1060-27-00

Meeting Date: September 23, 2013
Location: WisDOT Office, 1001 St. Paul Avenue, Milwaukee

Purpose: This was the third meeting in the ongoing National Historic Preservation Act Section 106 consultation process. The e-mail meeting invitation provided an opportunity to attend in person or by teleconference. The purpose was to present additional information to address action items identified at the August 29, 2013 meeting. The following materials were circulated electronically to the consulting parties ahead of the September 23, 2013 meeting with hard copies also provided to those who attended in person:

- Meeting agenda
- Draft meeting notes from August 29, 2013 consultation meeting (action items on page 6)
- Memo from FHWA concerning identification of APE; included revised map illustrating the APE and known/proposed historic resources (some pending further evaluation)
- Draft Section 106 Milestones table
- Minor revision to matrix comparing alternatives through the cemetery area (Hawley Rd. to Mitchell Blvd.)

Participants:

Lead Agencies: Federal Highway Administration (FHWA) and Wisconsin Department of Transportation (WisDOT)		
Bethaney Bacher-Gresock FHWA Wisconsin Division, Madison	Jason Lynch WisDOT Southeast Region, Waukesha	Jacob Livermore WisDOT Southeast Region, Waukesha
MaryAnn Naber – teleconference Historic Preservation Officer FHWA Headquarters Office	Cameron Smith WisDOT Office of General Counsel, Madison	James Becker WisDOT Cultural Resources, Madison
David Nguyen WisDOT Southeast Region, Waukesha	Keegan Dole WisDOT Southeast Region, Waukesha	Jason Kennedy WisDOT Cultural Resources, Madison
Tony Barth WisDOT Southeast Region, Waukesha	Andrew Rohde WisDOT Southeast Region, Waukesha	
Dobra Payant WisDOT Southeast Region, Waukesha	Dylan Gates WisDOT Southeast Region, Waukesha	
Project Consultant Team		
Brad Heimlich CH2M HILL	Tracy Kaurich CH2M HILL	John Vogel Heritage Research Ltd.
Charlie Webb CH2M HILL	Mary Ellen O'Brien - teleconference Transportation Environmental Mgmt.	
Ben Goldsworthy CH2M HILL	David Keene Archaeological Research Inc.	
Meeting Facilitator		
Gary Whited College of Engineering, UW - Madison		
Section 106 Consulting Parties		
Sherman Banker - teleconference Wisconsin Historical Society Historic Preservation Division	Carol Legard - teleconference FHWA Liaison Advisory Council on Historic Preservation	Glenn Madderom - teleconference Department of Veterans Affairs National Cemetery Administration
Kimberly Zunker Cook - teleconference Wisconsin Historical Society Historic Preservation Division	Megan Daniels - teleconference Project Manager Milwaukee Preservation Alliance Inc.	Carlen Hatala Senior Planner City of Milwaukee Historic Preservation Commission
James Draeger SHPO Wisconsin Historical Society	Genell Scheurell - teleconference National Trust for Historic Preservation Chicago Field Office	Howard Karsh Beth Hamedrosh Hagodel Cemetery
Michele Curran - teleconference Architectural Historian National Park Service Midwest Reg. Office	Thomas Koerting - teleconference Department of Veterans Affairs National Cemetery Administration	Thomas Champa Archdiocese of Milwaukee Catholic Cemeteries (representing Calvary Cemetery and Mausoleum)

Agenda and Discussion:

1. Welcome and Introductions

Gary Whited (meeting facilitator) opened the meeting with brief remarks about the purpose, agenda, and other aspects of how the meeting would proceed. Participants were asked to introduce themselves and identify their agency affiliations and roles.

2. Finalize minutes from July 15, 2013 meeting

As noted in the minutes for the August 29, 2013 meeting, consulting parties were asked to provide any comments on the draft July 15, 2013 meeting minutes to Dobra Payant on or before September 16, 2013. No comments were received. Therefore, the July 15, 2013 meeting minutes are now considered final.

3. Review draft minutes from August 29, 2013 meeting

Draft meeting minutes for the August 29, 2013 meeting were distributed to consulting parties along with other materials for the September 23, 2013 meeting. Any comments on the August 29, 2013 meeting minutes should be sent to Dobra Payant (WisDOT) on or before October 7, 2013 so the notes can be finalized at the October 15, 2013 meeting.

Gary Whited reminded consulting parties that several action items were identified as a result of the July 15, 2013 meeting and that while most of these have been completed, some were carried forward to the August 29, 2013 meeting and to today's [9/23/13] meeting. In particular, action item #14 from the July 15, 2013 meeting is still in progress (develop a list of potential adverse effects for alternatives through the cemetery area and provide to consulting parties for review and input).

Jim Becker (WisDOT Cultural Resources) explained that the list of potential adverse effects is still evolving due to the expanded APE and potential additional historic properties in the APE. The goal is to have the list ready for discussion at the October 15, 2013 meeting.

Gary Whited stated that an action item tracking form will be prepared so consulting parties can be kept informed of the status of old and new action items. This tracking form will be provided prior to the October 15, 2013 meeting.

4. Review Area of Potential Effect (APE) exhibit

On September 13, 2013, Dobra Payant sent FHWA's memo concerning identification of the APE to consulting parties. The memo also included an aerial photo (Exhibit 3-22) illustrating the APE and known/proposed historic resources (some pending further evaluation).

John Vogel (Heritage Research Ltd.) reviewed the revised APE based on input at the August 29, 2013 meeting. The APE has been expanded to include the entire National Home for Disabled Soldiers NHL property, additional Story Hill residential subdivisions, and the Calvary Cemetery that lies north of the Beth Hamedrosh Hagodel Cemetery. John noted that DOE for the Beth Hamedrosh Hagodel Cemetery was currently being reviewed by the Wisconsin Historical Society (WHS) and that additional information has been requested by the WHS.

Dave Keene (Archaeological Research Inc.) explained that the WHS (Kimberly Cook) raised a question about the completeness of information provided in the DOE for the Beth Hamedrosh Hagodel Cemetery. In particular, further information and clarification was requested concerning the practice of allowing Russian immigrants to be buried in the cemetery and allowing Russian families to practice orthodox burial customs such as use of "graffiti" to honor deceased family members. Kimberly raised this issue based on her understanding of information provided by Howard Karsh (Beth Hamedrosh Hagodel Cemetery representative) during the bus tour at the July 15, 2013 meeting.

Dave Keene summarized the following key points based on further discussion with Howard Karsh and Peter Bokotey of Art and Stone Monuments in Milwaukee. Mr. Bokotey was referred to Dave Keene by Howard Karsh. He is a Russian Jew who immigrated to the U.S. and now makes cemetery monuments.

- The Beth Hamedrosh Hagodel Cemetery is an Orthodox Jewish cemetery but non-Orthodox Jews are occasionally allowed to be buried there if families can demonstrate they are related to Orthodox Jews (particularly the case for Russian Jews).
- Large numbers of Russian Jews immigrated to the U.S. and vast numbers of their family cemeteries in Russia were destroyed. Therefore it became the practice of Russian Jews in the U.S. to have the names of their family members engraved on the backs of their own grave stones/monuments to honor and preserve their memory. This is common practice in any Jewish cemetery in Milwaukee and Chicago, not just the Beth Hamedrosh Hagodel Cemetery.
- There is no "graffiti" associated with the grave stone/monument engravings and there are no retaining walls or other structures containing any markings/engravings.

Sherman Banker, Wisconsin Historical Society (WHS) stated that the WHS committee that evaluates DOEs did not think all the information was provided for the Beth Hamedrosh Hagodel Cemetery based on information provided by Howard Karsh during the bus tour at the July 15, 2013 meeting.

Jason Kennedy (WisDOT Cultural Resources) stated that WisDOT will send the additional information provided in Dave Keene's memo to the WHS. Kimberly Cook agreed that this could serve as an addendum to the original DOE. Jason also noted that a DOE is underway for the Calvary Cemetery now that it is in the project APE, and it is expected to be completed in the next two weeks.

Tom Champa (Calvary Cemetery and Mausoleum) asked for an explanation of "DOE" and what that entails.

James Draeger, State Historic Preservation Officer (SHPO), briefly summarized the National Historic Preservation Act process. For undertakings carried out by federal agencies and involving federal funds, permits or licenses, the federal agencies must determine whether historic resources are present, whether the undertaking will have an adverse effect on historic resources, whether or not the adverse effect can be avoided. For adverse effects that can't be avoided, mitigation measures are developed to account for the adverse effect. Historic resources are those that have been determined eligible to the National Register of Historic Places based on certain criteria that are evaluated through Determinations of Eligibility or "DOEs."

Charlie Webb (CH2M HILL) added that while eligibility to the National Register of Historic Places is evaluated by WisDOT, FHWA and the Wisconsin Historical Society, the property owner would be responsible for requesting that the property be placed on the National Register. For purposes of the EIS and Section 106 consultation process, eligible properties are treated the same as if they are actually on the National Register.

5. Questions/comments on "Comparison of Alternatives" matrix

Brad Heimlich (CH2M HILL) noted that the comparison matrix that evaluates the alternatives through the cemetery area (All up, Partially Depressed, All Down, and At-Grade) was discussed in detail at the August 29, 2013 meeting. Since then, the comparison matrix has been revised to include an additional row with a qualitative rating for the estimated Section 106 adverse effects and order of magnitude of mitigation costs. The All Up alternative is rated as "high" for impacts/mitigation. The Partially Depressed alternative is rated as "medium" and the All Down and At-Grade alternatives are rated as "low".

Bethaney Bacher-Gresock (FHWA) suggested that information on use of Section 4(f) properties might also be appropriate in the matrix since historic properties are also Section 4(f) resources. WisDOT and FHWA will review the matrix further and if any additional changes are made, it will be re-circulated to consulting parties.

Carol Legard (Advisory Council on Historic Preservation) asked for clarification of the cost difference for "fully open" and "portals" with the All Up and Partially Depressed alternatives. Brad Heimlich explained that the two costs reflect the difference between an open design for the stacked/double deck roadways or using enclosed sidewalls with relatively small openings/portals. Carol also asked whether the higher cost for the All Down alternative includes design features to address ventilation and egress. Brad said yes.

Howard Karsh (Beth Hamedrosh-Hagodel Cemetery) expressed concern about how the current process for evaluating the alternatives is being understood/recognized by others who are not as close to the project as those involved in the Section 106 consultation process. Recent articles in the Milwaukee Journal Sentinel, including a quote from the Governor about supporting additional lanes, seem to conflict with the process that's in place to evaluate and select the appropriate alternative.

David Nguyen (WisDOT Southeast Region) noted it has been WisDOT's policy from the start of the study to address any misinterpretations of project information and to encourage people to reach out to the project team if they read/hear something in the news or elsewhere that seems conflicting or that needs clarification. Howard Karsh's remark about news articles is a good example of information that should be reviewed. WisDOT will try to track down the news article(s) and address any conflicting information.

6. Review draft Section 106 milestone schedule

Charlie Webb recapped some of the key Section 106 milestones: Up to this point, the focus has been on completing the identification of historic properties with some DOEs still in progress. There has been some preliminary discussion on adverse effects and this will be discussed further at the October 15, 2013 meeting. In November, consultation on adverse effects will continue as well as starting discussions on potential mitigation measures. The project team needs to finalize the identification of historic properties and discuss effects with consulting parties prior to an in depth discussion of potential mitigation measures.

James Draeger noted that the milestone schedule doesn't mention avoiding adverse effects. If there are no adverse effects, mitigation is not required.

Jim Becker explained that the main purpose of the Section 106 milestone schedule is to put the ongoing consultation process in the context of the Section 106 steps in 36 CFR 800. This was requested by Sherman Banker at the August 29, 2013 meeting.

Carol Legard noted the milestone schedule will help consulting parties anticipate upcoming expectations for the consulting parties. However, Carol also expressed concern about the short time frames for finalizing the Documentation for Consultation and the Memorandum of Agreement (MOA) which is the heart of the Section 106 process. It could take more time than anticipated to sort out the alternatives and to develop mitigation measures for the MOA.

Sherman Banker added that the actions in the milestone schedule are driven by the regulatory Section 106 timelines. The focus of the process should be to finish each Section 106 task/step before moving to the next. For example, there are still some DOEs pending so the identification of historic properties step has not yet been completed.

Carol Legard noted that the December 2013 entry in the milestone schedule does mention the Draft EIS and Section 4(f) evaluation. Since the 4(f) evaluation needs to consider avoidance alternatives, this entry might address Jim Draeger's concern that the schedule doesn't mention avoidance of adverse effects. Carol requested that all consulting parties be given an opportunity to review the Section 4(f) Evaluation. Bethaney Bacher-Gresock responded that the draft Section 4(f) evaluation will be made available to consulting parties as a component of the Draft EIS.

Gary Whited acknowledged concerns about the schedule and noted that it may need to be revised as the process continues. At this time however, WisDOT and FHWA would like to keep it as is. Gary asked that consulting parties provide any additional comments on the Section 106 milestone schedule to Dobra Payant by October 7, 2013. If needed, a revised schedule will be circulated to consulting parties prior to the October 15, 2013 meeting.

Gary Whited noted that the October 15, 2013 meeting will be important and encouraged everyone to attend either in person or by teleconference. The intent will be to finalize identification of historic resources and start discussion on adverse effects. Gary also noted that dates need to be set for the November and December meetings due to the holidays.

Sherman Banker stated the meetings should be scheduled to coincide with the Section 106 milestones as they are completed.

John Vogel noted that the regularly scheduled meetings are beneficial for identifying and addressing any issues or roadblocks that might come up even if they are not related to specific Section 106 milestone accomplishments.

WisDOT (Dobra Payant) will contact the consulting parties to determine the best available dates for meetings in November and December.

Carol Legard asked what the main deliverables would be for the October 15, 2013 meeting and noted that any materials for that meeting should be sent out sufficiently ahead of the meeting to allow review. Carol also noted that without the final list/descriptions of the historic properties and possible effects, it will be difficult to move ahead with other Section 106 steps.

Charlie Webb responded that the main deliverables for the October 15, 2013 meeting will be the final list/descriptions of historic resources and preliminary list of potential adverse effects.

David Nguyen acknowledged the importance of finalizing the list of historic resources and being specific about the agenda for the October 15, 2013 meeting, particularly if the consulting parties are hesitant about combining some of the Section 106 step discussions if they feel there is missing information. Dave suggested asking all participants at the end of each meeting whether they are getting what they need.

MaryAnn Naber (FHWA headquarters) reiterated the importance of completing each of the Section 106 steps in sequence. While some discussions can overlap or be combined the individual steps can't be completed until all of the necessary information is available. For example, we are not done with identifying historic properties until 100% of the information has been provided.

Tony Barth (WisDOT Southeast Region) recapped the historic properties pending final decisions: Spring Hill Cemetery, Beth Hamedrosh Hagodel Cemetery, two additional Story Hill residential areas, and the Calvary Cemetery that was recently added due to the expanded APE.

Kimberly Cook (WHS) stated that the DOE for the Spring Hill Cemetery has been signed (not eligible) as well as the DOE for the additional Story Hill residential areas (eligible). The pending properties are the Beth Hamedrosh Hagodel Cemetery for which an addendum will be submitted by WisDOT and the Calvary Cemetery for which a DOE is in progress.

Editorial sidebar: Because there was some confusion on whether/which signed DOEs have been received by WisDOT, Jason Kennedy (WisDOT Cultural Resources) contacted the WHS on September 24 to clarify this issue. The WHS confirmed that they have signed the DOE for the additional Story Hill residential areas (Story Hill areas 2 and 3) and concur that these additional areas are eligible to the National Register. The WHS has also signed the DOE for the Spring Hill Cemetery and concur that this cemetery is not eligible to the National Register. They will send all of the signed DOEs as a package to WisDOT when their review of DOEs for the Hamedrosh Hagodel and Calvary Cemeteries has been completed. When all of the signed DOE's have been received by WisDOT, they will be distributed to consulting parties.

Michele Curran (National Park Service) reiterated previous requests that meeting materials be circulated to consulting parties sufficiently ahead of the meetings to allow review prior to discussion at the meetings. After further discussion WisDOT and FHWA agreed to find ways to expedite internal discussion/review of meeting materials so they can be sent to consulting parties in a timely manner. It was agreed that materials for the upcoming October 15, 2013 meeting would be sent on or before October 7.

Meeting adjourned.

Action Items Identified at September 23 Meeting

Key action items identified as a result of discussions at the September 23, 3013 meeting are listed as follows:

1. WisDOT will develop an action item tracking form so consulting parties can be kept informed of the status of action items identified at the consultation meetings.

2. WisDOT public involvement team will contact Howard Karsh regarding concerns about news releases on the I-94 project that appear to conflict with the direction the project is taking through the Section 106 consultation process (and NEPA process).

3. WisDOT will send a memo to the WHS providing additional information for the previously submitted DOE on the Beth Hamedrosh Hagodel Cemetery (*done on 9/24/13 by Jason Kennedy*).

4. WisDOT and FHWA will review the Alternatives Comparison matrix for the cemetery area to determine whether any revisions should be made. If any revisions are made, the matrix will be circulated to consulting parties in preparation for the October 15, 2013 meeting.

5. WisDOT (Dobra Payant) will contact consulting parties to determine best available meeting dates in November and December, 2013.

6. WisDOT will distribute signed copies of DOEs to consulting parties for the Beth Hamedrosh Hagodel Cemetery, Spring Hill Cemetery, Calvary Cemetery, and Story Hill 2 and 3 residential areas upon receipt from the WHS. Shorter summary documents will also be prepared for reference during consultation meetings.

7. Consulting parties will provide any comments on the Section 106 milestone schedule to WisDOT (Dobra Payant) at or before the October 15, 2013 meeting.

8. Consulting parties will provide any comments on the draft August 29, 2013 meeting minutes to WisDOT (Dobra Payant) at or before the October 15, 2013 meeting.

Section 106 Action Item Tracking Form
I-94 East-West Corridor Study
(70th Street to 16th Street)
Milwaukee County
Project I.D. 1060-27-00

Meetings/Action Items	Due Date	Responsible Party	Status
July 15, 2013 *(see meeting notes for context/detail)*			
1. Sherman Banker (Wisconsin Historical Society) suggested categorizing public meeting input to demonstrate input on historic resources.	NA	WisDOT	Pending (will be done as public meetings are held)
2. Carol Legard (Advisory Council on Historic Preservation) requested an exhibit showing the APE.	By next meeting (8/29/13)	WisDOT	Done
3. Sherman Banker recommended a traffic analysis to find out which roads are currently being used for access to and from the VA complex.	By next meeting (8/29/13)	WisDOT	Done
4. Sherman Banker suggested that historic topographical maps be reviewed to compare historic and current elevations through the cemetery area.	By next meeting (8/29/13)	WisDOT	Done [(a)] (also addresses items 8 and 9)
5. Dave Keene (Archaeological Research Inc.) will prepare a summary of information gathered for the Wood National Cemetery including previous removal of graves from the I-94 right-of-way.	By next meeting (8/29/13)	Archaeological Research Inc.	Done
6. Clarify the NHL boundary for the portion of the Wood National Cemetery north of I-94 to include Mitchell Boulevard.	By next meeting (8/29/13)	WisDOT	Done
7. Carlen Hatala/Sherman Banker requested cost comparisons and other information for alternatives through the cemetery area to assist in evaluating them.	By next meeting (8/29/13)	WisDOT	Done
8. Kathleen Schamel (Department of Veterans Affairs), Carol Legard, and Michele Curran (National Park Service) suggested there may be a need for additional survey (for example with ground sensing technology), future monitoring, and discussion with the cemetery keepers to decide what would be appropriate.	NA	WisDOT	Done (resolved per item 4)
9. Sherman Banker suggested possibly doing some soil borings at specific locations where there could potentially be some grave/burial remains.	NA	WisDOT	Done (resolved per item 4)
11. Matt Cryer (Zablocki VA Medical Center) asked whether a noise comparison is being done for the at-grade and double deck alternatives.	NA	WisDOT	Done (see meeting notes)
12. Carol Legard suggested that information obtained from visitors to the VA Cemetery might help identify the main issues, important elements and concerns. Visitor experience might also be a factor in assessing effects.	NA	WisDOT	Done See item 13
13. Genell Scheurell (National Trust for Historic Preservation) suggested that coordination with the Allied Veterans Council could provide some insight on potential effects and mitigation aspects.	NA	WisDOT	Pending (WisDOT attempting to arrange meeting)
14. WisDOT will develop a list of potential adverse effects for the at-grade and double deck alternatives through the cemetery area.	By next meeting (8/29/13)	WisDOT	Pending
15. WisDOT will schedule the next meeting to coincide with the VA quarterly meeting to the extent possible.	By next meeting (8/29/13)	WisDOT	Done
16. WisDOT will complete additional Determinations of Eligibility (Story Hill areas 2 and 3, Beth Hamedrosh Hagodel Cemetery and Spring Hill Cemetery).	By next meeting (8/29/13)	WisDOT	Done

Notes:
(a). Based on the Report on Elevation of 42 Removed Graves at Wood National Cemetery (Archaeological Research Inc., August 2013) the surface of I-94 in the location where 42 graves were removed in the 1950's is at least 10 feet below the ground surface in which the graves were originally buried. Because graves are traditionally shallower than 10 feet below ground surface, is highly unlikely that there are any intact graves/burial remains under I-94 or in the existing right-of-way.

Section 106 Action Item Tracking Form (continued)
I-94 East-West Corridor Study
(70th Street to 16th Street)
Milwaukee County
Project I.D. 1060-27-00

Meetings/Action Items	Due Date	Responsible Party	Status
August 29, 2013 *(see meeting notes for context/detail)*			
1. WisDOT and FHWA will review proposed APE and determine whether any revisions are needed.	By next meeting (9/23/13)	WisDOT/ FHWA	Done
2. WisDOT will prepare a Section 106 milestone schedule.	By next meeting (9/23/13)	WisDOT	Done
3. Per pending action item #14 from the July 15, 2013 meeting, WisDOT will develop list of potential adverse effects for alternatives through cemetery area.	By next meeting (9/23/13)	WisDOT	Pending
4. Consulting parties will provide comments to WisDOT on meeting notes from July 15, 2013 meeting and any other material pertaining to that meeting.	9/16/13 or at 9/23/13 meeting	Consulting parties	Done
5. Consulting parties will provide comments to WisDOT on materials presented and discussed at the August 29, 2013 meeting.	At or before 9/23/13 meeting	Consulting parties	Done
September 23, 2013 *(see meeting notes for context/detail)*			
1. WisDOT will develop action item tracking form.	By next meeting (10/15/13)	WisDOT	Done
2. WisDOT public involvement team will contact Howard Karsh regarding concerns about news releases on the I-94 project that appear to conflict with the direction the project is taking through the Section 106 consultation process.	9/24/13	WisDOT	Pending
3. WisDOT will send a memo to the WHS providing additional information for the previously submitted DOE on the Beth Hamedrosh Hagodel Cemetery	9/24/13	WisDOT	Done
4. WisDOT and FHWA will review the Alternatives Comparison matrix to determine whether any further revisions should be made.	By next meeting (10/15/13)	WisDOT/FHWA	Done
5. WisDOT will contact consulting parties to determine best available meeting dates for November and December, 2013	By next meeting (10/15/13)	WisDOT	Done
6. WisDOT will distribute signed copies of DOEs to consulting parties for the Beth Hamedrosh Hagodel Cemetery, Spring Hill Cemetery, Calvary Cemetery, and Story Hill 2 and 3 residential areas upon receipt from the WHS. Shorter summary documents will also be prepared for reference during consultation meetings.	By next meeting (10/15/13)	WisDOT	Done
7. Consulting parties will provide any comments on the Section 106 milestone schedule to WisDOT.	At or before 10/15/13 meeting	Consulting parties	Pending
8. Consulting parties will provide any comments on the August 29, 2013 meeting minutes to WisDOT.	10/7/13	Consulting parties	Pending

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Section 106 Follow-up Meeting on Noise Analysis

I-94 East-West Corridor Study
(70th Street to 16th Street)
Milwaukee County
Project I.D. 1060-27-00

Meeting Date: May 9, 2014

Location: WisDOT Office, 1001 St. Paul Avenue, Milwaukee

Purpose: This meeting was held to discuss questions that were raised at the April 22, 2014 Section 106 consultation meeting regarding the noise analysis that was completed for this project. The email meeting invitation provided an opportunity to attend in person or by teleconference/webinar.

The following materials were posted on the webinar site and were circulated to consulting parties ahead of the meeting:

- John Jaeckel's (the I-94 East-West Corridor Study's noise expert) résumé
- May 5, 2014 Update of the *Noise Analysis within the Wood National Cemetery* tech memo originally distributed prior to and handed out at the April 22, 2014 Section 106 consultation meeting
- Traffic Noise Impact Summary

Participants:

Lead Agencies: Federal Highway Administration (FHWA) and Wisconsin Department of Transportation (WisDOT)		
Hazem Isawi (teleconference) FHWA Office of Chief General Counsel	Cameron Smith (teleconference) WisDOT Office of General Counsel, Madison	James Becker (teleconference) WisDOT Cultural Resources, Madison
Dobra Payant WisDOT Southeast Region	Sean McKinney WisDOT Southeast Region	Andy Rohde WisDOT Southeast Region
Keegan Dole WisDOT Southeast Region	Dylan Gates WisDOT Southeast Region	Mike Treazise WisDOT Southeast Region
Jay Waldschmidt WisDOT Noise and Air Quality Engineer	Jason Lynch WisDOT Southeast Region	
Project Consultant Team		
Brad Heimlich (teleconference) CH2M HILL	John Jaeckel (teleconference) HNTB	Tom Pettit CH2M HILL
Ben Goldsworthy CH2M HILL		
Meeting Facilitator		
Gary Whited College of Engineering, UW-Madison		

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Participants (continued)

Section 106 Consulting Parties		
Genell Scheurell (teleconference) National Trust for Historic Preservation Chicago Field Office	Bill Janowski (teleconference) Wood National Cemetery Maintenance	Carol Legard (teleconference) FHWA Liaison Advisory Council on Historic Preservation
Glenn Elliott (teleconference) Office of Construction & Facilities Management Department of Veteran Affairs	Glenn Madderom (teleconference) National Cemetery Administration Department of Veteran Affairs	Kimberly Cook (teleconference) Wisconsin Historical Society
Elizabeth (Betsy) Merritt (teleconference) Deputy General Counsel National Trust for Historic Preservation	Thomas Champa Archdiocese of Milwaukee Catholic Cemeteries (Calvary Cemetery and Mausoleum)	Carlan Hatala Senior Planner Milwaukee Historic Preservation Commission
Peter Young (teleconference) Acting Director, Wood National Cemetery		

Discussion:

Gary Whited (meeting facilitator) opened the meeting with introductions and an agenda for the meeting. He also used the time to discuss the scheduling of future Section 106 consultation meetings. The next scheduled meeting is on June 10th from 12 p.m. – 2 p.m. Through discussion, it was also agreed upon to tentatively schedule the next full day meeting for August 5th.

The first item up for discussion was the April 4, 2014 tech memo titled *Noise Analysis within the Wood National Cemetery*. This memo was updated on May 5, 2014, based on comments received during the April 22, 2014 Section 106 consulting parties meeting, and sent to meeting participants prior to the meeting. The updated tech memo provides the existing noise level at the locations modeled in Wood National Cemetery to make it easier to see how the difference in future and existing noise levels was obtained.

John Jaeckel (HNTB) commenced the discussion by describing the contents and purpose of the memo. He also related this to FHWA and WisDOT's process of modeling noise levels.

He first stated that existing ambient noise level measurements were taken on June 13, 2013 along the corridor, including two locations within Wood National Cemetery adjacent to the I-94 east-West corridor. The measurements were made in accordance with FHWA guidelines using an integrating sound level analyzer meeting American National Standards Institute and International Electrical Commission Type 1 specifications. These measurements were taken shortly before noon when traffic was still at free-flow condition. John explained that existing measurements were taken under these conditions so as to ensure that noise was representative of relatively high-speed operations. Measuring under congested (stop-and-go) conditions would result in capturing lower ambient noise levels due to slower speeds. Also, all

vehicles (eastbound and westbound on I-94) were counted and classified simultaneously with the noise measurements to be used in validating the noise model.

A computerized 3D model of the existing corridor was developed using a Digital Terrain Model (DTM) prepared by the roadway engineers. The coordinates from the 3D model are entered into FHWA's computer model, Traffic Noise Model® (TNM) Version 2.5. TNM is offered through FHWA and is available online for free.

Once the existing roadway model is in TNM, coordinates are also developed for retaining walls, safety barriers and terrain lines. The traffic data counted during the field measurements are entered into TNM to build the "existing noise model." To ensure the accuracy of the existing model, the noise levels results from the TNM model are compared to the field measurements taken on June 13th. If the noise levels are within +/- 3 dBA of each other, the existing noise model is considered validated. The two field sites in and applicable to the vicinity of the Cemeteries were within 2 dBA of the existing noise model, verifying that the model is properly constructed and validated.

Once this validation takes place, the existing noise level measurements are no longer used, as they are only necessary to validate the TNM model. The existing model is then used with existing hourly traffic data to develop existing levels. A future model is then developed based on the horizontal and vertical geometric features of the future DTMs of each alternative currently being considered. Design year 2040 traffic volumes are used in the future model to develop the future predicted noise levels

Glenn Elliott (Department of Veteran Affairs) then stated his concerns regarding Exhibit 3-22b within the memo. He indicated that the sampling is not adequate in the Cemetery area, and did not think that sites FS-5 and FS-6 properly characterize the noise levels within the Cemetery area. He also indicated that he does not agree with what receptors were chosen as the "close receptors" (i.e., the flag pole). He believes that the closest graves should be the closest receptors. He reiterated his feeling that the baseline data are incorrect.

Hazem Isawi (FHWA Office of Chief General Counsel) asked John Jaeckel to clarify why sites FS-5 and FS-6 were chosen.

John Jaeckel answered that the existing model is validated corridor-wide. Some sites are closer; some are farther away. Field measurements were taken at several (14) representative locations along the corridor in order to confirm the applicability of the TNM model to this project.

Jay Waldschmidt (WisDOT Noise and Air Quality Engineer) noted that what is presented in the *Noise Analysis within the Wood National Cemetery* tech memo is only a portion of the noise analysis that was conducted for this project. The study team took field measurements and modeled representative receptors throughout the project corridor. Jay reiterated that the TNM model was validated based on field measurements throughout the corridor, not just those in the cemetery location. In other words, just because existing measurements were not taken at

grave sites immediately adjacent to the freeway, it does not mean that the model cannot or has not accurately developed both existing and future noise levels at these locations (or, at any point in the corridor). John mentioned that the model indicates that existing noise levels at these grave site locations is 77 dBA.

Betsy Merritt (National Trust for Historic Preservation) then asked where these data are (regarding all of the points measured in the field). The field sampling sites used to calibrate the existing noise levels will be fully documented, in addition to the modeled existing and future noise levels. It was noted that this data is part of the Draft EIS.

Carol Legard (Advisory Council on Historic Preservation) stated that all of the receptors in the model indicate that their respective sites are above the criteria for abatement and questioned whether there is an impact.

John Jaeckel answered yes, there is an impact and proceeded to explain Exhibit 3-22b in more detail. He reiterated that the noise level measurements and simultaneous traffic counts completed just before noon were only used to validate the model, and were then set aside and no longer used. The field measurements were compared to the output from TNM to confirm the applicability of the model to the specific conditions in the study area. After the model was validated, WisDOT's existing peak hour volumes were used to model existing noise levels. The future design year noise levels were modeled with a new model based on the design for each alternative and future traffic volumes.

Betsy Merritt asked about the time at which the field measurements were taken.

John Jaeckel responded that the field measurements were taken at noon during free-flow conditions, not during the peak hour because the noise levels are lower during the peak hour (that this is due to peak hour traffic being more congested and moving slower creating less noise compared to high volumes of freely moving traffic traveling at a faster rate of speed, which typically occur prior to the peak hour periods).

Glenn Elliott questioned why the measurements were taken at noon with free-flow conditions.

John Jaeckel and Jay Waldschmidt both responded that the modeling is done to represent the worst-case scenario (i.e., free-flow conditions) in terms of noise level.

Betsy Merritt asked how John Jaeckel knows that the model is correct and accurately representing the noise levels in the corridor today.

John Jaeckel replied that the validation is a confirmation that the model correctly represents the existing noise environment, and that the models have been validated properly according to WisDOT, FHWA and industry standard practices.

Brad Heimlich (CH2M HILL) stated that in noise analysis you have to compare "apples to apples" and that you cannot compare the field measurements to the modeled noise levels which utilize higher peak hour volumes. You can only reliably compare the existing modeled noise and the future modeled designs. In other words, comparing field measurements taken during current-year free-flow conditions cannot be compared to computer-modeled, future-year noise predictions under peak hour traffic flow conditions. Again, there are several steps used:

1) Take field measurements under "high-noise" traffic conditions, in the existing year
2) Create the model using DTM, and model existing-year noise levels for the traffic volumes counted in step #1, above
3) Compare the field-measured noise to what the model indicates those levels are
4) If actual and modeled noise for this specific condition are within 3 dBA, the model is considered calibrated, and the field measurements are set aside
5) The model is then run for existing-year peak hour volumes and future-year peak hour volumes. The future-year noise levels are compared to the existing to determine if there is a noise impact based on increased noise levels. The future-year noise levels are also compared to the Noise Level Criteria to determine if there is an impact.

Jay Waldschmidt then began to expand on what Brad Heimlich said; stating that it is the project team's job to validate and make sure that everything is entered into TNM correctly. He also reiterated that the field measurements are only used to confirm that the project team did everything correctly within TNM.

Glenn Elliott then stated that he does not agree with the 3 dBA decrease (Note: the 3 dBA decrease only occurs with the At-grade alternative) at site FS-6 because the Zablocki Drive bridge has the potential to be removed under the double-deck alternative and that would leave site FS-6 more exposed to noise.

John Jaeckel replied, stating that there are many different factors (e.g., a 42"-high safety barrier located next to the shoulder, which would block some tire noise) that could affect the results of the model, resulting in lower noise levels. He believes that both the model and its results are accurate.

Glenn Elliott asked if WisDOT could place a receptor at the closest grave and would the VA be able to qualify for noise barriers.

Ben Goldsworthy (CH2M HILL) replied to the first question, saying that there is already a receptor at N-50, which is the closest grave to I-94.

Jay Waldschmidt replied "no" to the second question because it is considered a single site. In other words, the cemetery is considered as one representative receptor, not many receptors. He further stated that this is how all of the states in the U.S. operate (he polled all of the states' standards). *[FHWA and WisDOT are currently evaluating the appropriate number of receptor sites within the Wood National Cemetery].*

Glenn Elliott then asked if the noise levels in the corridor are averaged.

John Jaeckel answered that the noise levels are not averaged.

Glenn Elliott then asked if a noise measurement could be performed at N-50 and then validated. In other words, he wants WisDOT to re-measure this site.

Cameron Smith (WisDOT Office of General Counsel) asked Glenn Elliott to put his request in writing.

Glenn Elliott said that he would formalize his comments in writing and send them to WisDOT. WisDOT clarified that they never extended an offer to conduct this re-measurement; it is purely a request from Glenn Elliott.

Carlan Hatala (Milwaukee Historic Preservation Commission) then asked if the noise level increases towards the middle of the Story Hill neighborhood and does the model show this. Also, she said that the project team should consider noise generated by traffic on Bluemound Road because it adds to the overall noise level. She stated that she can tell the difference between the two.

John Jaeckel replied "yes" to the first question, explaining that the model does indicate that the noise levels would increase towards the middle of the Story Hill neighborhood. He also noted that the increase traffic volumes would only result in +1 dBA noise increase. Traffic would have to double to increase noise levels by 3 dBA. The double-deck option would increase noise levels by 5 dBA at that location, primarily due to increasing the height of the freeway opposed to increasing the volume of traffic. He answered the second question by saying that it would be incorrect to add the Bluemound Road noise levels to this project. Also, he said that it shouldn't matter because I-94 is the controlling noise generator between the two.

Glenn Elliott asked about WisDOT's stance on activity categories; specially, activity category A. John Jaeckel said that there are only two locations to his knowledge in the entire country that qualify for this designation: one at the Tomb of the Unknown Soldier and another at Wolf Trap National Park for the Performing Arts. *[Other examples of category A activity include a monastery and an outdoor prayer area of a facility for nuns].*

Jay Waldschmidt stated that this was elevated to FHWA Headquarters and they confirmed that category A does not apply to this situation.

Carol Legard asked what the bottom line is for each of the three remaining alternatives on the cemetery; is there a noise impact.

Jay Waldschmidt said "yes," there is currently an impact, and there will be in the future under all of the remaining alternatives. He also wanted to make it clear that no one should confuse a noise impact with a Section 106 effect, as they are two separate things.

Gary Whited closed the meeting, stating that any additional questions, comments, or requests should be sent via email or in writing to Dobra Payant (WisDOT Southeast Region).

Action Items:

1) The Department of Veteran Affairs (Glenn Elliott) will submit their concerns with the noise analysis and request to take noise field measurements at N-50 in writing to the project team.