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SECTION 5

Public Involvement and Agency Coordination since 2016 Final EIS

The 2016 Final EIS documents WisDOT's extensive public engagement and agency coordination prior to approval of the 2016 Final EIS. Refer to Section 5 of the 2016 Final EIS, Public Involvement and Agency Coordination during Draft EIS Preparation Prior to Draft EIS Availability, and Section 6 of the 2016 Final EIS, Public Involvement and Agency Coordination Following Draft EIS Availability and Public Hearing. Notice of availability of the 2016 Final EIS was published in the Federal Register on February 12, 2016. The 30-day review period was extended to 60 days by notice in the Federal Register on March 4, 2016. The review period ended on April 15, 2016. Agency, local government, and public comments on the 2016 Final EIS with responses and associated outreach were originally documented in the 2016 ROD, issued on September 9, 2016. However, the ROD was rescinded in October 2017 due to a lack of available funding. On June 15, 2021, FHWA issued a Notice of Intent to prepare a Supplemental EIS. Comments and coordination related to the 2016 Final EIS are documented in Appendices D and E of the 2016 Final EIS and were considered in developing this Supplemental EIS.

The public involvement process for the Supplemental EIS was open to all residents and population groups in the study area and did not exclude any persons due to income, race, national origin, sex, age, religion, or disability.

5.1 Introduction

This section discusses public involvement and agency coordination since the 2016 Final EIS.

As of October 2022, WisDOT held nearly 200 in-person or virtual meetings with local governments, elected officials, members of the public, community groups, businesses, state and federal agencies, and advisory committees since June 2020:

- 57 meetings with local governments and elected officials
- 87 meetings with local community groups and businesses
- 38 meetings with state and federal agencies
- 4 meetings with the Business Advisory Committee (BAC)
- 4 meetings with the Transit Technical Advisory Committee (TTAC)
- 4 meetings with the Community Advisory Committee (CAC)
- 2 meetings with the Technical Advisory Committee (TAC)
- 3 meetings with the Local Officials Committee (LOC)

The public involvement process continues to be open to all residents and population groups in the study area and does not exclude any persons due to income, race, national origin, sex, age, religion, or disability.

5.2 Public Involvement

5.2.1 Public Involvement Meetings

PIMs were both in person and virtual depending on local regulations and community expectations in response to the COVID-19 pandemic. Media coverage of the PIMs was encouraged via press releases and coordination with WisDOT's communications manager.

WisDOT and consultant planners, environmental specialists, roadway designers, traffic engineers, real estate specialists, and others staffed the meetings to share information and listen to community concerns.

5.2.1.1 Sixth Public Involvement Meeting (March 16, 2021)

The sixth PIM was held on Tuesday, March 16, 2021, from 6:00 p.m. to 8:00 p.m. Because of public health guidance at the time, the meeting was on YouTube Live. The purpose of the meeting was to discuss the project background; continue communication among WisDOT, residents, and businesses; and provide firsthand information about the project, schedule, and next steps. Meeting materials were available prior to the YouTube Live presentation.

The public meeting presentation was in English and Spanish and included an online comment form. The Project Manager's phone number and email address were made available for submitting questions and comments. A postcard was sent to nearly 23,000 addresses, and the meeting was advertised in the following newspapers:

- *Milwaukee Journal Sentinel*
- *Milwaukee Community Journal*
- *Milwaukee Courier*
- *Milwaukee Times*
- *Spanish Journal*
- *El Conquistador*
- *Waukesha Freeman*

The peak number of viewers on YouTube Live during the meeting was 280. At the beginning and end of the meeting, there were about 200 viewers. Attendance at the virtual meeting is consistent with the in-person meetings held during development of the 2014 Draft EIS and 2016 Final EIS, which had an average attendance of 268 people at each meeting with attendance ranging from 200 to 360 people at each meeting.

A copy of the presentation was placed on the project website for people who could not attend the live presentation, and a recording of the live presentation is on YouTube. In total, the YouTube presentation has received approximately 4,700 views as of July 2022.

Hundreds of comments were received during and after the online meeting and are summarized as follows:

- Modernize the freeway, include expansion
- Modernize the freeway, do not include expansion
- Replace the freeway in-kind
- Spend money on repairing local roads and funding transit instead of freeways
- Give details about interchange height, operations, and traffic
- Update the 2016 Final EIS through the re-evaluation or through a more expansive document (Supplemental EIS or new EIS)

- Wait for the long-term traffic impacts from the pandemic to be known
- Consider racial justice and equity in planning
- Consider impacts on climate change and other environmental considerations
- Improve connectivity of residents and jobs
- Expand and modernize the freeway to create jobs

5.2.1.2 Seventh Public Involvement Meeting (December 8 and 9, 2021)

The seventh PIM was held in person on December 8, 2021, at the Tommy Thompson Youth Center at Wisconsin State Fair Park and December 9, 2021, at the WDNR Milwaukee office on St. Paul Avenue. The Tommy Thompson Youth Center is approximately 1 mile west of 70th Street (west study limit) southeast of the I-94/84th Street interchange, and the WDNR Milwaukee office is approximately 0.5 mile east of 16th Street (east study limit) in the southwest quadrant of the I-94/I-43 system interchange. MCTS Route 33 runs along 84th Street and has a stop next to the Tommy Thompson Youth Center. The WDNR Milwaukee office is accessible via several MCTS routes (Route 19, Route 30, Route 14), but would require a short walk from a bus stop.

The open-house-style meetings were held from 4:00 p.m. to 7:00 p.m. and followed COVID-19 safety protocols. The same information was presented on both nights. Meeting materials were also available on the project website for those not attending the meetings in person.

The purpose of the meeting was to discuss the project's proposed improvements, share details about the alternatives being evaluated as part of the Supplemental EIS, and seek public input.

Prior to the meeting, WisDOT mailed about 9,000 newsletters and 21,000 postcards and sent 1,200 emails notifying stakeholders about the meetings. The meetings were advertised in the following newspapers:

- Milwaukee Journal Sentinel
- *Milwaukee Community Journal*
- *Milwaukee Courier*
- *Milwaukee Times*
- *Spanish Journal*
- *El Conquistador*
- *Waukesha Freeman*

The meetings were covered by most local television and radio stations and discussed by independent bloggers and Twitter and Facebook users.

About 300 people attended the meetings. A total of 601 comments, including a number of form letters provided by interest groups, were submitted during and after the meeting and are summarized as follows:

- Most support repairing the freeway in some manner (replace in-kind, spot improvements, 6-lane alternative, or 8-lane alternative).
- About 66 percent expressed support for the 8-lane alternative, with the remainder split between the 6-lane alternatives, spot improvements for safety, or simple replacement of the existing freeway as is.

- Of those who support a 6-lane alternative, many expressed support for spending the excess money on transit, bike/pedestrian, or local road improvements instead of spending the money on the freeway.
- Other comments were about specific design questions, noise barriers, plans for WIS 175, and climate change.

Materials and exhibits shared at the meetings, including 49 exhibits and a 12-page handout, were placed on the project website in English and Spanish to provide more opportunity for public feedback.

5.2.1.3 Eighth Public Involvement Meeting (June 14 and 15, 2022)

The eighth PIM was held in person on June 14, 2022, at the Tommy Thompson Youth Center at Wisconsin State Fair Park and June 15, 2021, at Marquette University High School. The Tommy Thompson Youth Center is approximately 1 mile west of 70th Street (west study limit) southeast of the I-94/84th Street interchange, and Marquette University High School is along 35th Street, approximately 0.5 mile north of I-94. MCTS Route 33 runs along 84th Street and has a stop next to the Tommy Thompson Youth Center. Marquette University High School is accessible via several MCTS routes (Route 35, Route 30, GoldLine), with stops next to the school.

The open-house-style meetings were held from 4:00 p.m. to 7:00 p.m. and followed COVID-19 safety protocols. The same information was presented on both nights. Meeting materials were also available on the project website for those not attending the meetings in person.

The purpose of the meeting was to discuss the project's proposed improvements, share details about the alternatives being evaluated as part of the Supplemental EIS (in particular, the Stadium Interchange options), and seek public input.

Prior to the meeting, WisDOT mailed about 20,000 newsletters and 20,000 postcards and sent 1,200 emails notifying stakeholders about the meetings. The meetings were advertised in the following newspapers:

- *Milwaukee Journal Sentinel*
- *Milwaukee Community Journal*
- *Milwaukee Courier*
- *Milwaukee Times*
- *Spanish Journal*
- *El Conquistador*
- *Waukesha Freeman*

The meetings were covered by most local television and radio stations and discussed by independent bloggers and Twitter and Facebook users. Local interest groups and neighborhood associations encouraged their members to attend the meetings.

Approximately 275 to 300 people attended the meetings. Nearly 1,000 comments, including a number of form letters and form emails provided by interest groups, were submitted during and after the meeting and are summarized as follows:

- Most support repairing the freeway in some manner to improve safety with slightly more supporting the 8-lane alternative than the 6-lane alternative.
- Of those who support a 6-lane alternative, many expressed support for spending the money on permanent transit solutions, bike and pedestrian improvements, or local road improvements instead of spending the money on the freeway.
- Of those who support the 8-lane alternative, many noted how the 8-lane alternative reduces congestion and improves safety to a much greater degree than the 6-lane alternative, and it has a

similar cost. They also noted the major investments in the Zoo Interchange and Marquette Interchange and the desire to complete the connection between the two investments.

- Many commented on the two Stadium Interchange options and most expressed preference for the diverging diamond interchange. The commenters cited the lower profile of the diverging diamond interchange and maintaining local access points. The few commenters who supported the hybrid interchange typically cited the improved safety of the hybrid compared to the diverging diamond.
- Other comments were about specific design questions, noise barriers, and WisDOT Southeast Region projects such as the WIS 175 study.

Materials and exhibits shared at the meetings, including videos, exhibits, and handouts, were placed on the project website in English and Spanish to provide more opportunity for public feedback.

5.2.2 Project Website

The project website is at <https://wisconsindot.gov/Pages/projects/by-region/se/94stadiumint/default.aspx>. The website has information on purpose and need, alternatives, maps, schedule, contact information, and materials provided at past PIMs and outreach. The PIM announcements and handouts are also posted. There is a link to sign up for project updates by subscribing to the distribution list and an online comment form to provide input. The website will be updated with new information throughout the project.

5.2.3 Other Public Outreach

In addition to the PIMs, the study team participated in various meetings, including several neighborhood meetings and phone calls to inform interested parties about the I-94 East-West Corridor Study. The study team also attended various community events to interact one-on-one with residents and businesses in the study area.

July 2020—As a result of COVID-19 protocols, virtual meetings were held with several project stakeholders to discuss the restart of the project. These stakeholders included the following:

- Hispanic Chamber of Commerce of Wisconsin
- African American Chamber of Commerce of Wisconsin
- Metropolitan Milwaukee Association of Commerce
- Waukesha County Business Alliance
- Commercial Association of REALTORS Wisconsin
- VA Milwaukee Regional Office
- Wood National Cemetery
- Beth Hamedrosh Hagodel Cemetery
- Spring Hill Cemetery
- Calvary Cemetery
- Stadium District
- Near West Side Partners, Inc.
- Menomonee Valley Partners, Inc.
- Milwaukee Regional Medical Center

August 6, 2020—Meeting with Milwaukee Brewers and Stadium District to reintroduce project and discuss stadium-related considerations.

August 19, 2020—Meeting with Menomonee Valley Partners to discuss project restart and Valley-specific concerns regarding design.

September 3, 2020—Meeting with Forest County Potawatomi Community to discuss project restart and potential impacts to the tribe.



September 14, 2020—Meeting with Story Hill Neighborhood Association Board to discuss project restart.

September 16, 2020—Meeting with Menomonee Valley Partners Board to discuss plans for the 25th/26th Street area.

September 24, 2020—Meeting with Milwaukee Regional Medical Center regarding project restart.

October 6, 2020—Meeting with Molson Coors to discuss project restart, recommendations in 2016 Final EIS, and their concerns about operations.

October 29, 2020—Meeting follow-up with Milwaukee Inner-City Congregations Allied for Hope (MICAH) to discuss the TTAC.

November 2, 2020—Meeting with Milwaukee Regional Medical Center to discuss 2016 Final EIS recommendations and potential impacts.

November 9, 2020—Meeting follow-up with Black Health Coalition of Wisconsin to discuss the TTAC.

December 1, 2020—Meeting with Johnson’s Woods Neighborhood to give a project overview and discuss purpose and need and public involvement.

December 10, 2020—Meeting with Near West Side Partners Board to discuss project restart, purpose and need, regional significance, preferred alternative, bicycle and pedestrian opportunities, and equity.

December 16, 2020—Meeting with SEWRPC Environmental Justice Task Force regarding project approach.

December 18, 2020—Meeting with Menomonee Valley Partners regarding their concerns in the 25th/26th Street area.

January 22, 2021—Meeting with Near West Side Partners Executive Committee to give a project overview and discuss 27th Street and connectivity.

January 27, 2021—Conversation with Spring Hill Cemetery regarding project status and public input.

January 28, 2021—Conversation with Stadium District regarding design of Stadium Interchange.

February 1, 2021—Meeting with Jorge Franco (Hispanic Chamber of Commerce of Wisconsin) to give a project overview.

February 3, 2021—Conversation with Spring Hill Cemetery regarding cemetery impacts.

February 3, 2021—Conversation with Beth Hamedrosh Hagodel Cemetery about relocating the caretakers’ shed, which is no longer being displaced.

February 8, 2021—Meeting with Zimmerman Architectural Studios regarding project design near their building on 25th Street.

February 10, 2021—Meeting with Menomonee Valley Partners and Near West Side Partners to provide a project overview and discuss 35th Street.

February 18, 2021—Meeting with Commercial Association of REALTORS Wisconsin to give a project overview.

February 25, 2021—Meeting with Menomonee Valley Partners businesses to give a project overview and discuss design considerations of Valley businesses.

February 25, 2021—Presentation to WisDOT’s DBE Workshop and Secretary’s Golden Shovel Awards Conference on project.

March 1, 2021—Meeting with Story Hill Neighborhood Association to give a project overview and discuss design considerations near Story Hill.

March 8, 2021—Meeting with VA Medical Center administrative team to give a project overview and discuss design considerations pertinent to VA grounds and traffic.

March 10, 2021—Meeting with Stadium District to discuss Stadium Interchange design and traffic circulation.

March 17, 2021—Meeting with Menomonee Valley Partners to give a project overview and discuss traffic in the Valley.

March 17, 2021—Meeting with owner of Hometown gas station regarding the modifications to 35th Street and potential changes for gas station traffic circulation.

March 19, 2021—Meeting with Badger Truck regarding potential relocation.

March 24, 2021—Meeting with Hilltopper neighborhood (roughly bordered by I-94, 39th Street, 35th Street, and Clybourn Street) to give a project overview and discuss alternatives, traffic, disadvantaged business enterprises (DBEs), and public involvement.

March 24, 2021—Meeting with the Urban Ecology Center to give a project overview and discuss design of the Stadium Interchange and 35th Street areas.

March 26, 2021—Meeting with West Allis regarding Washington Street design and project updates.

March 30, 2021—Meeting with Walker’s Point neighborhood to give a project overview and discuss public involvement.

April 13, 2021—Meeting with Milwaukee County Traffic Safety Commission to give a project overview and discuss traffic safety and public involvement.

April 14, 2021—Meeting with Tribal Labor Advisory Committee to give a project overview.

April 15, 2021—I-94 review meeting with Milwaukee Brewers and the Stadium District to give a project overview and discuss the Stadium Interchange design, Brewers operations, and public involvement.

April 29, 2021—Meeting with Near West Side Partners, Menomonee Valley Partners, and SEWRPC to discuss public involvement and design ideas for connectivity east of the Stadium Interchange.

May 12, 2021—Meeting with Near West Side Partners to discuss public involvement and project design in Near West Side.

May 13, 2021—Meeting with Coalition for More Responsible Transportation to give a project overview.



District 3 National Night Out 2021

May 17, 2021—Meeting with Milwaukee Area Labor Council to discuss public involvement, project design, and DBE opportunities.

May 19, 2021—Meeting with NAACP to discuss project purpose and need, approach, and DBE opportunities.

May 21, 2021—Meeting with Near West Side Partners, Menomonee Valley Partners, SEWRPC, and City of Milwaukee to discuss project coordination and bicycle and pedestrian connectivity ideas.

May 27, 2021—Meeting with Milwaukee Urban League to discuss public involvement and DBE opportunities.

June 2, 2021—Meeting with SEWRPC to discuss public involvement and environmental justice.

June 4, 2021—Meeting with Wisconsin Policy Forum on “Forum Friday” to discuss transportation and pandemic-related traffic patterns.

June 9, 2021—Meeting with Milwaukee Urban League to discuss public involvement and opportunities to involve underrepresented groups.

June 22, 2021—Meeting with 1000 Friends of Wisconsin and Wisconsin Environment, Inc. to discuss project coordination and Supplemental EIS.

June 24, 2021—Meeting with Near West Side Partners to discuss public involvement coordination and outreach opportunities to neighborhoods.

July 14, 2021—Meeting with SEWRPC to discuss project coordination and proposed alternatives to enhancing the bike and pedestrian accommodations east of the Stadium Interchange.

August 3, 2021—Attended Milwaukee Police Department District 3 National Night Out to share information about the project.

August 3, 2021—Attended Milwaukee Police Department District 2 National Night Out to share information about the project.

August 4, 2021—Attended Tosa’s Night Out to share information about the project.

August 27, 2021—Attended East Leg Connectivity Workshop to discuss bike and pedestrian accommodations east of the Stadium Interchange.

August 30, 2021—Attended Milwaukee Police Department District 5 National Night Out to share information about the project.

September 7, 2021—Meeting with MICAH Transportation Committee to discuss corridor limits, project needs, Supplemental EIS topics, 8- and 6-lane alternatives, traffic, outreach, and next steps.

September 16, 2021—Attended Near West Side to Hank Aaron Trail Walk & Ride community event to discuss bicycle and pedestrian connectivity in the project corridor.



District 2 National Night Out 2021

September 22, 2021—Attended Near West Side Partners Brats for Your Thoughts event to discuss bicycle and pedestrian connectivity in the project corridor.

September 27, 2021—Attended Menomonee Valley Partners Valley Week community event to discuss bicycle and pedestrian connectivity in the project corridor.

October 8, 2021—Presented on the project at the Southeast Wisconsin Transportation Symposium, hosted by UWM and WisDOT.

November 2, 2021—Attended I-94 East-West Neighborhood Connectivity Workshop #2 to follow up on local street/path connections in the project corridor.

November 8, 2021—Meeting with Story Hill Neighborhood Association to discuss project coordination, design near Story Hill, and upcoming involvement opportunities.

November 16, 2021—Meeting with Fix at Six Group, an organized group opposed to widening I-94, to discuss their plan for rebuilding I-94.

January 21, 2022—Meeting with owner of Hometown gas station, Milwaukee Department of Public Works, and Near West Side Partners to discuss gas station operations and other parcels affected by proposed 35th Street design.

February 1, 2022—Meeting with Waukesha County Business Alliance to discuss their position on project.

February 7, 2022—Meeting with Bluemound Heights Neighborhood Association to discuss public involvement and issues pertinent to the neighborhood.

February 9, 2022—Meeting with Near West Side Partners to discuss public involvement.

February 10, 2022—Meeting with Near West Side Partners to discuss public involvement.

March 2, 2022—Meeting with Whitnall Park Rotary Club to give a project update and discuss public involvement.

March 3, 2022—Meeting with the Stadium District to discuss the proposed diverging diamond interchange at the Stadium Interchange.

March 11, 2022—Meet with Elmbrook Rotary Club to give a project update and discuss public involvement.

March 15, 2022—Meeting with Menomonee Valley Partners Board to give a project update and discuss public involvement.

May 3, 2022—Meeting with Milwaukee Brewers and the Stadium District to give a project update and discuss public involvement.

May 21, 2022—Attended United Community Center Community Resource Fair to share information about the project.

June 9, 2022—Attended VIA Community Development Association community fair and ice cream social to share information about the project.

July 25, 2022—Attended West Allis National Night Out to share information about the project.

July 26, 2022—Meeting with Wauwatosa Kiwanis to share information about the project.



August 2, 2022—Attended Milwaukee Police Department District 2 National Night Out to share information about the project.

August 3, 2022—Attended Tosa’s Night Out to share information about the project.

August 7, 2022—Attended Puerto Rican Family Festival to share information about the project.

August 10, 2022—Attended Milwaukee Police Department District 3 National Night Out to share information about the project.

August 13, 2022—Meeting with Bluemound Heights Neighborhood Association to discuss public involvement and issues pertinent to the neighborhood.

August 19, 2022—Attended the West Milwaukee Police Department National Night Out to share information about the project.

August 22, 2022—Attended Milwaukee Police Department District 5 National Night Out to share information about the project.

August 22, 2022—Meeting with Story Hill Neighborhood Association to discuss to discuss public involvement and issues pertinent to the neighborhood.

August 26-28, 2022—Attended Mexican Fiesta to share information about the project.

In addition to meetings, continually throughout the project, WisDOT received and responded to hundreds of emails from stakeholders with questions, general comments, or concerns about the project.

5.2.4 Advisory Committees

Project advisory committees are non–decision-making and provide advice, formulate opinions, and make recommendations on topics that impact the community.

Since the 2016 Final EIS, WisDOT has continued to meet with a broad range of stakeholders. In addition, WisDOT formed two new advisory committees since the 2016 Final EIS, the TTAC and BAC, to facilitate public input in the Supplemental EIS process.

Advisory committees established for the I-94 East-West Project are as follows:

- Community Advisory Committee (CAC)
- Technical Advisory Committee (TAC)
- Transit Technical Advisory Committee (TTAC)
- Business Advisory Committee (BAC)
- Local Officials Committee (LOC)

5.2.4.1 Community Advisory Committee

The CAC assists the study team in identifying issues, understanding alternatives and impacts, and developing plans for communicating information to other community interest groups.

The CAC for the Supplemental EIS builds on the previous work the committee did for the 2016 Final EIS, with a greater focus on issues pertaining to minority and low-income populations. In addition to representatives from economic development groups and small businesses, the CAC includes representatives from community-based organizations, neighborhood associations, and individuals and groups representing minority and low-income populations:

- City of Milwaukee
- Menomonee Valley Partners
- Neighborhood associations
- Near West Side Partners

- Milwaukee Urban League
- Forest County Potawatomi Community
- Milwaukee Riverkeeper
- VIA Community Development Corporation
- National Association of Minority Contractors Wisconsin
- United Church of Christ
- WisDOT Southeast Region Disadvantaged Business Enterprise/Labor Committee
- SEWRPC

The following CAC meetings were held during preparation of the Supplemental Draft EIS:

October 14, 2021—CAC kickoff meeting to discuss project purpose and need, design alternatives, and purpose of committee. WisDOT used Poll Everywhere to gather input from the CAC on the committee’s goals and what I-94 represents to members’ communities. By participating in the CAC, members’ aim is to be informed of the project so they can share information with their community and share community concerns with WisDOT.

December 2, 2021—Preview of December PIM and discussion of outreach techniques in underrepresented communities. Suggestions from the CAC included avoiding too much text and using infographics and visuals to convey information. The CAC also suggested explaining what was considered in the 2016 Final EIS, and what is the same or different for the Supplemental EIS. To ensure underrepresented communities are heard, the CAC recommended holding individual, in-person meetings with neighborhoods and providing opportunities to meet with WisDOT if desired.

February 8, 2022—Discussion of public input received at the December PIM and how to incorporate comments in the design/environmental considerations.

June 16, 2022—Discussion of June PIM. The CAC noted that the Stadium Interchange options were confusing and it was hard to understand access to/from I-94 for the hybrid and diverging diamond interchanges. The CAC also suggested showing the difference in traffic and safety between the two options in a clearer way.

5.2.4.2 Technical Advisory Committee

WisDOT established the TAC to assist the study team in identifying and understanding the project purpose and need, developing and evaluating alternatives, evaluating impacts, and sharing information. The TAC has representatives from the following:

- Milwaukee County
- City of Milwaukee
- City of West Allis
- Village of West Milwaukee
- MMSD
- MCTS
- SEWRPC
- Stadium District
- We Energies
- ATC
- WDNR

The study team also met individually with local officials as needed during the course of the study.

TAC meetings that were held during preparation of the Supplemental EIS include the following:

November 18, 2021—TAC kickoff meeting to provide a project overview and preview of December PIM. The TAC discussed concerns about the size of the 8-lane alternative and the amount of traffic at American Family Field.

May 26, 2022—Meeting to give a project update, introduce the diverging diamond option at the Stadium Interchange, and share information about the upcoming PIM and outreach efforts.



5.2.4.3 Business Advisory Committee

WisDOT formed the BAC to gain private-sector input on aspects of the corridor design and implementation, including the following topics:

- Project need
- Impacts to existing residences and businesses
- Traffic operations/corridor accessibility
- Construction schedule and construction staging
- Construction mitigation strategy
- DBE business/employment opportunities
- Project implementation strategy

The BAC included representatives from the following businesses and business organizations located in or near the study area:

- African American Chamber of Commerce of Wisconsin
- Milwaukee Downtown Business Improvement District #21
- Harley Davidson
- Hispanic Chamber of Commerce of Wisconsin
- Komatsu
- Menomonee Valley Partners
- Milwaukee Brewers
- Metropolitan Milwaukee Association of Commerce
- Molson Coors
- Milwaukee Regional Medical Center
- Near West Side Partners
- Northwestern Mutual
- Potawatomi Hotel and Casino
- Summerfest
- Waukesha County Business Alliance
- West Allis Business Improvement District

The BAC met on the following dates:

October 29, 2020—BAC kickoff meeting to provide a project overview and role of the committee. The BAC expressed concerns about pinch points in the narrow cemetery section and the height of the Stadium Interchange. Members encouraged improved connections to the Hispanic community south of I-94 and between the Near West Side and the Valley. During construction, the BAC suggested that WisDOT consider motorcycle safety.

February 10, 2021—Meeting to discuss equity and inclusion (e.g., DBEs), public outreach, and opportunities to improve connections. The BAC also discussed opportunities for jobs during construction and how this can benefit the community.

November 17, 2021—Preview of the December PIM and discussion of business concerns. The BAC discussed impacts at 35th Street, additional transit during construction, and developing guides for how to get around during construction.

June 1, 2022—WisDOT provided a project update, preview of the June PIM, and introduced the diverging diamond interchange option. The BAC discussed constructability, cost, and plans for WIS 175 relating to the DDI.

5.2.4.4 Transit Technical Advisory Committee

WisDOT formed the TTAC to engage with key stakeholders and southeastern Wisconsin transit professionals. The TTAC was formed to discuss transit opportunities associated with the project, create and maintain working relationships with these stakeholders, and identify solutions that can be implemented as part of the project as well as issues/solutions that will be beyond the project scope. The committee is tasked with finding creative solutions to improving transit service, while recognizing current guidelines and laws related to transit funding.

Members of the TTAC include transit operators in the region, other transit technical experts, major transit/traffic generators such as the Milwaukee Brewers and Milwaukee Regional Medical Center, local planning and community advocacy organizations including SEWRPC, Menomonee Valley Partners, Ethnic & Diverse Business Council, Near West Side Partners, MICAH, and the Black Health Coalition of Wisconsin.

TTAC meetings were held on the following dates:

October 7, 2020—TTAC kickoff meeting. Discussed changes to the 2016 Final EIS preferred alternative and transit opportunities (e.g., bus-on-shoulder, off-street transit hub).

November 12, 2020—Presentations from transit operators to share transit trends and ridership numbers. Discussion of racial equity and unmet transportation needs in the I-94 East-West Corridor. Unmet transportation needs identified included last-mile connections, access to jobs, safety, and a comprehensive transportation system.

January 26, 2021—Meeting to provide a project update and discuss mitigation strategies. Suggestions for improved transit during construction included signal improvements, bus shelter amenities, subsidized fares, and expanded park-and-ride lots. Further discussion focused on how WisDOT prioritizes these improvements.

May 25, 2022—Meeting to discuss transit improvements and funding during construction and how to measure success. WisDOT solicited feedback on what metrics they should consider to measure the success of transit in mitigating construction traffic. Responses included on-time performance, ridership, boarding time, and first- and last-mile connections.

5.2.4.5 Local Officials Committee

A committee of local officials is convened prior to major PIMs and may be convened as needed. Those invited include elected and appointed officials of the impacted communities, Milwaukee County, and the State of Wisconsin.

March 12, 2021—WisDOT provided a project overview. Discussions focused on property impacts, cost, and the half interchange at Hawley Road.

November 30, 2021—Preview of December PIM and exhibits. The committee asked clarifying questions about the exhibits, particularly related to traffic volumes and the effect of the COVID-19 pandemic.

June 7, 2022—Preview of June PIM and project updates, including the new diverging diamond option at the Stadium Interchange. Discussion of traffic “heat maps” and how they were developed, and business relocations.

5.2.5 Local Official Meetings

Additional coordination meetings and contacts with local officials were held.

In July 2020, due to COVID-19 protocols, virtual meetings were held with several local officials to discuss the project restart:

July 23, 2020—Meeting with City of Wauwatosa mayor and engineers regarding project restart.

July 31, 2020—Meeting with City of West Allis Engineering Department representatives regarding project restart and West Allis-specific design.



August 28, 2020—Meeting with Milwaukee Department of Public Works and Department of City Development to discuss plans moving forward, recommendations in the 2016 Final EIS, other city projects in area, and impacts to local roads.

September 9, 2020—Meeting with the Milwaukee County Board Transportation, Public Works, and Transit Committee to discuss project restart.

September 11, 2020—Meeting with State Representative Goyke to discuss project restart and recommendations in his district.

September 24, 2020—Meeting with City of Milwaukee Alderman Bauman regarding project restart, recommendations from 2016 Final EIS, and plans moving forward.

September 30, 2020—Meeting with State Representative Goyke on the future of WIS 175 north of I-94.

October 14, 2020—Meeting with Village of West Milwaukee Village president, Village manager, and Village engineer regarding recommendations in the 2016 Final EIS and any changes in the Village since that time.

December 12, 2020—Meeting with Intergovernmental Cooperation Council to discuss project approach.

January 6, 2021—Meeting with City of Milwaukee Common Council Public Works Committee to give a project overview and discuss plans moving forward.

January 14, 2021—Meeting with City of Milwaukee Alderwoman Zamarripa to give a project overview and discuss talking points for I-94 East-West Corridor project as item on Common Council agenda.

January 29, 2021—Meeting with City of Milwaukee Mayor Barrett and Alderman Murphy to give a project overview and discuss plans moving forward with city and public.

February 2, 2021—Meeting with West Allis Council Committee of the Whole to give a project overview and discuss the Washington Street extension and DBE opportunities.

February 3, 2021—Meeting with City of Milwaukee Alderwoman Zamarripa to give a project overview and discuss public involvement, 27th Street, and talking points for I-94 East-West Corridor project as item on Common Council agenda.

February 4, 2021—Meeting with City of Milwaukee Alderman Spiker to give a project overview and discuss mitigation and talking points for I-94 East-West Corridor project as item on Common Council agenda.

February 3, 2021—Meeting with City of Milwaukee Alderman Borkowski to give a project overview and discuss talking points for I-94 East-West Corridor project as item on Common Council agenda.

February 5, 2021—Meeting with City of Milwaukee Alderman Pérez to give a project overview and discuss public involvement and talking points for I-94 East-West Corridor project as item on Common Council agenda.

February 8, 2021—Meeting with City of Milwaukee Alderman Johnson to give a project overview and discuss DBE opportunities, equity and inclusion, public involvement, and talking points for I-94 East-West Corridor project as item on Common Council agenda.

February 11, 2021—Meeting with City of Milwaukee Alderman Stamper to give a project overview and discuss DBE and talking points for I-94 East-West Corridor project as item on Common Council agenda.

February 19, 2021—Meeting with West Allis Mayor Devine to give a project overview and discuss design issues pertinent to West Allis.

February 19, 2021—Meeting with MMSD to give a project overview and discuss opportunities for green infrastructure.

February 19, 2021—Meeting with City of Milwaukee Alderwoman Coggs to give a project overview and discuss DBE opportunities, equity, and talking points for I-94 East-West Corridor project as item on Common Council agenda.

February 26, 2021—Meeting with State Representative Goyke to give a project overview and discuss WIS 175.

March 1, 2021—Meeting with Milwaukee County Supervisor Cullen to give a project overview and discuss outreach plans.

March 1, 2021—Meeting with Village of West Milwaukee Village Board to give a project overview and discuss design considerations in West Milwaukee.

March 5, 2021—Meeting with Milwaukee County Supervisor Ortiz-Velez to give a project overview and answer questions about I-94 East-West Corridor project as agenda item before the Board.

March 19, 2021—Meeting with City of Milwaukee to discuss project mitigation.

March 30, 2021—Meeting with Milwaukee County Supervisor Logsdon to give a project overview, discuss public involvement, and answer questions about I-94 East-West Corridor project agenda item before the Board.

April 20, 2021—Meeting with Wauwatosa Common Council Committee of the Whole to give a project update and discuss public involvement.

April 29, 2021—Meeting with Milwaukee County Supervisor Johnson to give a project update and discuss public involvement and talking points for I-94 East-West Corridor project as agenda item before the Board.

April 29, 2021—Meeting with Milwaukee County Supervisor Martin to discuss public involvement, project updates, and talking points for I-94 East-West Corridor project as agenda item before the Board.

April 30, 2021—Meeting with Milwaukee County Supervisor Rolland to discuss public involvement, safety improvements, and talking points for I-94 East-West Corridor project as agenda item before the Board.

April 30, 2021—Meeting with Milwaukee County Supervisor Nicholson to discuss public involvement, engagement with diverse audiences, and talking points for I-94 East-West Corridor project as agenda item before the Board.

April 30, 2021—Meeting with Milwaukee County Supervisor Sumner to discuss public involvement and talking points for I-94 East-West Corridor project as agenda item before the Board.

May 3, 2021—Meeting with Milwaukee County Supervisor Czarnecki to discuss public involvement and talking points for I-94 East-West Corridor project as agenda item before the Board.

May 3, 2021—Meeting with Milwaukee County Supervisor Taylor to discuss public involvement and talking points for I-94 East-West Corridor project as agenda item before the Board.

May 5, 2021—Meeting with Milwaukee County Supervisor Goodwin to discuss public involvement and talking points for I-94 East-West Corridor project as agenda item before the Board.



May 5, 2021—Meeting with Milwaukee County Board Transportation, Public Works, and Transit Committee to discuss public involvement and talking points for I-94 East-West Corridor project as agenda item before the Board.

May 6, 2021—Meeting with City of Milwaukee Alderwoman Zamarripa to discuss public involvement and DBEs.

May 6, 2021—Meeting with City of Milwaukee Alderman Rainey to discuss public involvement and DBEs.

May 17, 2021—Meeting with Milwaukee County Supervisor Coggs-Jones to discuss public involvement and talking points for I-94 East-West Corridor project as agenda item before the Board.

May 18, 2021—Meeting with City of Milwaukee Alderman Stamper to discuss public involvement and DBEs.

May 18, 2021—Meeting with Milwaukee County Supervisor Wasserman to discuss public involvement and talking points for I-94 East-West Corridor project as agenda item before the Board.

May 18, 2021—Meeting with MMSD to discuss green infrastructure opportunities.

May 19, 2021—Meeting with Milwaukee County Supervisor Shea to discuss public involvement and talking points for I-94 East-West Corridor project as agenda item before the Board.

May 20, 2021—Meeting with Milwaukee County Board to discuss I-94 East-West Corridor project agenda item.

July 19, 2021—Meeting with Village of West Milwaukee Village Board to discuss design and public involvement.

July 26, 2021—Meeting with Milwaukee County Department of Transportation to discuss public involvement.

August 11, 2021—Meeting with City of Milwaukee Alderman Murphy and owner of Hometown gas station to discuss design at 35th Street.

September 20, 2021—Meeting with City of Milwaukee Bronzeville Advisory Committee to discuss public involvement.

November 3, 2021—Meeting with West Allis to discuss project coordination.

January 14, 2022—Meeting with MMSD to discuss green infrastructure.

January 21, 2022—Meeting with Milwaukee Department of Public Works Commissioner Karen Dettmer to give a project overview.

April 14, 2022—Meeting with County Supervisor Peter Burgelis to provide a project overview, discuss input heard from his constituents, and discuss any questions/concerns.

May 25, 2022—Meeting with Village of West Milwaukee to discuss public involvement.

July 12, 2022—Meeting with Milwaukee County Transportation, Public Works and Transit Committee to provide a project update.

August 17, 2022—Meeting with MMSD to discuss the 44th Street area property.

5.3 Agency Coordination

Coordination with agencies interested in the I-94 East-West Corridor Study is conducted under FHWA’s environmental coordination procedures, as codified in 23 USC 139. FHWA’s coordination procedures provide opportunity for agencies, local officials, and others to participate in the environmental review process by providing input on the need for proposed improvements, alternatives being considered, potential impacts, mitigation, and other environmental aspects. Lead agencies (FHWA and WisDOT) invite other agencies, local officials, and Tribal leaders to become Cooperating and Participating Agencies in the environmental review process. Cooperating Agencies have jurisdiction by law or special expertise with respect to the project’s environmental impacts. Participating Agencies have an interest in the project.

As noted in Section 5.1 of the 2016 Final EIS, the *Coordination Plan for Agency and Public Involvement* (Coordination Plan), prepared by WisDOT and FHWA, communicates how and when the lead agencies will obtain public and agency participation in the environmental review process. The Coordination Plan provides a list of Cooperating and Participating Agencies and the contact person for each agency. The Coordination Plan prepared under the 2016 Final EIS had three concurrence points in which Cooperating and Participating Agencies were invited to participate:

- Project purpose and need
- Range of alternatives being considered
- Identification of the preferred alternative

As part of the updated Coordination Plan for the Supplemental EIS, two additional concurrence points were added. Concurrence point #4 was an agency review of the revised range of alternatives considered and was completed in July 2022 (Section 5.3.2.2). Concurrence point #5 involves informing the agencies of the preferred alternative for the project and is anticipated to take place in late 2022.

As part of the Supplemental EIS, the Coordination Plan has been updated. Each time the Coordination Plan is updated, it is provided to the Cooperating and Participating Agencies and posted on the project website. The most recent revision of the Coordination Plan was revision and took place in May 2022.

5.3.1 Cooperating and Participating Agencies

In July 2012, FHWA and WisDOT sent letters to federal and state regulatory agencies, local officials, and Native American Tribes inviting them to be Cooperating and Participating Agencies in environmental aspects of the I-94 East-West Corridor Study. There have been no new invited Cooperating and Participating Agencies since 2012, though contacts for many of the agencies have been updated as part of the Supplemental EIS. Appendix H includes a list of the Cooperating and Participating Agencies.

As part of the Supplemental EIS process, Cooperating and Participating Agencies were afforded the opportunity to review and comment on the project’s purpose and need elements and range of alternatives. These agencies were provided copies of a summary memorandum of the project’s purpose and need and a summary memorandum of the range of alternatives prior to completion of the Supplemental EIS. As warranted, meetings with the agencies were scheduled to review the memorandums and answer questions.

On September 2, 2021, a virtual meeting was held with Cooperating and Participating Agencies, providing a project update and introducing the Supplemental EIS coordination process and the updated Coordination Plan. Cooperating and Participating Agencies were given the opportunity to provide input and comment on the updated Coordination Plan.



Agency comments received on the Coordination Plan related primarily to updates to agency contact information. These changes were made following the meeting and included in the October 2021 update to the plan available on the website. The most recent update (Revision #6) was sent to Cooperating and Participating Agencies for review on May 12, 2022, and is on the project website (<https://wisconsindot.gov/Documents/projects/by-region/se/94ew-study/2022/plan2022.pdf>) and in Appendix H.

5.3.2 Agency Input on Project Purpose and Need and Alternatives Summaries

5.3.2.1 Purpose and Need Summary

On December 7, 2021, the Cooperating and Participating Agencies were asked to review the summary of the I-94 East-West Corridor project Supplemental Draft EIS Purpose and Need Statement available on the project website. The summary document focuses on what has changed since the 2016 Final EIS. Agencies were offered the opportunity to meet with WisDOT to discuss the summary.

The agencies were asked to provide WisDOT with any comments by January 14, 2022. Comments were received from both USEPA and the Corps of Engineers. The Corps of Engineers, in a letter dated January 10, 2022, concurred with the updated Purpose and Need Statement, and said it would satisfy Clean Water Act Section 404 review requirements. USEPA, in an email dated January 5, 2022, said that they do not have any comments. USEPA recommended that its unresolved comments on the 2016 Final EIS (Appendix C), which relate to visual and aesthetics, surface water, and diesel emissions, be considered as work progresses on the Supplemental Draft EIS. Referenced correspondence can be found in Appendix C.

5.3.2.2 Alternatives Summary

On June 14, 2022, the Cooperating and Participating Agencies were asked to review the summary of the I-94 East-West Corridor project Supplemental Draft EIS Range of Alternatives available on the project website. The summary document focuses on what has changed since the 2016 Final EIS, describes the alternatives considered, and how the alternatives meet the project purpose and need factors. Agencies were offered the opportunity to meet with WisDOT to discuss the summary.

The agencies were asked to provide WisDOT with any comments by July 13, 2022. The Corps of Engineers, in a letter dated July 13, 2022, concurred with the range of alternatives considered. USEPA, in an email dated June 24, 2022, said that they do not have any comments. Referenced correspondence can be found in Appendix C.

5.3.3 Coordination with Native American Tribes

As noted in Section 5 of the 2016 Final EIS, in July 2012, FHWA sent letters to Native American Tribal chairs inviting Tribes to be Participating Agencies in the project's environmental review process. No responses were received.

Notices regarding subsequent Section 106 consultation meetings have included the Forest County Potawatomi Community Tribal Historic Preservation Officer, who requested participation in the Section 106 consultation process on September 27, 2012.

On August 13, 2021, WisDOT re-contacted the Tribal chairs and Historic Preservation Officers by email as part of a general project update and invited them to the first Agency Coordination Meeting (September 2, 2021) for the Supplemental EIS process. No Tribal representatives attended the meeting.

As part of the Supplemental EIS activities, Native American Tribes were notified about the updated project purpose and need, alternatives being considered, and planned cultural resource investigations, and were asked to provide input on cultural resource (historic properties) aspects to aid in determining the final APE. No responses were received. The Tribes were notified about the PIMs and will be notified about the public hearing.

5.3.4 Section 106 Consultation

Sections 106 and 110(f) of the NHPA as amended (54 USC 306108 and 54 USC 306107, respectively) require that federal agencies “to the maximum extent possible undertake such planning and actions as may be necessary to minimize harm” to historic properties and afford the Advisory Council on Historic Preservation reasonable opportunity to comment on such undertakings. Consultation for the I-94 East-West Corridor Study required under Section 106 of the NHPA was initiated in June 2013 as documented in Section 5 of the 2016 Final EIS. The Section 106 consultation process culminated with the execution of a Programmatic Agreement to address effects on historic properties in July 2016.

Because there are two NHLs in the project’s APE, FHWA invited the Advisory Council on Historic Preservation and the National Park Service to participate in the Section 106 consultation. The Advisory Council on Historic Preservation and National Park Service opted to participate in the process and will continue to participate until the process is complete. Other consulting parties include the State Historic Preservation Officer, National Cemetery Administration, VA, National Trust for Historic Preservation, Milwaukee Preservation Alliance, Milwaukee Historic Preservation Commission, Beth Hamedrosh Hagodel Cemetery, Archdiocese of Milwaukee Catholic Cemeteries (Calvary Cemetery and Mausoleum), the Story Hill Neighborhood Association, and the Forest County Potawatomi Community.

During the initial Section 106 consultation process for the EIS (2012 to 2016), WisDOT and FHWA met regularly with the Section 106 consulting parties between July 2013 and May 2015 to document and discuss the potential impacts of the proposed project on the NHLs and other historic properties within the project’s APE (Section 5 of the 2016 Final EIS). WisDOT and FHWA developed the PA with the consulting parties, Advisory Council on Historic Preservation, the Wisconsin State Historic Preservation Officer, and other signatories to stipulate measures to avoid adverse effects to the Soldiers’ Home NHL and other identified historic properties within the APE.

5.3.4.1 Section 106 Consultation following 2016 Final EIS Availability and Public Hearing

The PA for the I-94 East-West Corridor Study was executed in July 2016 (available on the project website) following the conclusion of the review period for the 2016 Final EIS. Stipulations in the PA include future design coordination and reviews with SHPO, the National Cemetery Administration, National Park Service, the Advisory Council on Historic Preservation, and other consulting parties; specifications for protection during construction; actions if there are unanticipated discoveries; monitoring; and reporting requirements.

FHWA and WisDOT reinitiated Section 106 consultation with consulting parties in May 2021 to discuss the changes to the alternatives and updates to the APE and historic properties within the APE since the 2016 Final EIS. Updates or amendments to the 2016 PA will be prepared as a part of this consultation process.

Coordination and consultation efforts specific to the Section 106 process for the Supplemental EIS are summarized as follows:



February 22, 2017—WisDOT provided the first biannual report to the Section 106 consulting parties as stipulated by the signed 2016 PA. The report notified the consulting parties that “. additional funding is necessary to continue advancing the project through the design. As of the date of this email, the project has not received necessary funding, therefore no progress in fulfilling commitments listed in the PA has occurred.”

August 23, 2017—WisDOT provided the second biannual report to the Section 106 consulting parties. The report notified the consulting parties that “As of the date of this email, there has been no change in funding for the project. Therefore, no progress in fulfilling commitments listed in the PA has occurred since last February.” The consulting parties were advised that an update would be provided once the funding for the project is secured.

March 2, 2021—The Milwaukee Preservation Alliance emailed WisDOT and FHWA to inquire about Governor Evers’ consideration of funding for the project and the consultation timetable and process regarding fulfilling commitments listed in the PA. WisDOT responded on March 4, 2021, to advise the consulting parties that the Section 106 consultation process would be resumed in the following months with Section 106 consulting parties.

May 12, 2021—The National Trust for Historic Preservation asked for an update on the estimated timetable for the project, including the anticipated resumption of consultation.

May 12, 2021—FHWA emailed the Section 106 consulting parties to share the update that the re-evaluation of the 2016 Final EIS would be transitioning to a Supplemental EIS and provided a link to the recent press release, available on the project website. FHWA said that they and WisDOT were working together to assess what they would be updating and completing a new analysis on as part of the Supplemental EIS. FHWA said that a *Federal Register* notice would be published soon. Shortly thereafter, work would be done to ensure that FHWA had updated contact information for the Section 106 consulting parties.

August 18, 2021—Virtual Section 106 consultation meeting was held, in which FHWA and WisDOT presented a project update, a summary of the Section 106 consultation process to date, and changes to historic properties since the 2016 Final EIS, including the addition of the St. Paul Avenue Industrial Historic District to the APE. There were no questions or comments from the Section 106 consulting parties.

November 16, 2021—Virtual Section 106 consultation meeting in which FHWA and WisDOT presented an overview of the project alternatives, potential changes to 2016 Final EIS preferred alternative being considered, and differences between the 8- and 6-lane alternatives being considered. The presentation included additional changes to the APE since the August 2021 meeting. During the meeting, the Wisconsin State Historic Preservation Officer noted that the 16th Street Viaduct was listed on the National Register in 2019. Although the I-94 East-West Corridor project limit is 16th Street, the construction work ends about 1,000 feet west of 16th Street and the viaduct. Because the viaduct traverses the St. Paul Avenue Industrial Historic District, a discussion of the 16th Street Viaduct has been added to Section 3 of the Supplemental EIS. Consulting parties were asked to provide comment on the revised APE and the potential impacts from alternatives to the St. Paul Avenue Industrial Historic District. The Milwaukee Historic Preservation Commission submitted comments recommending expanding the APE to the east side of 16th Street and expressed concern about potential Section 4(f) uses of Valley Park. The 2016 Final Section 4(f) Evaluation indicates there would be no use of Valley Park as a result of project actions. There is no change to that finding in the Supplemental EIS.

June 3, 2022—WisDOT emailed the Section 106 consulting parties to inform them about the upcoming public meetings being held on June 14 and 15, 2022; to provide an update on the study

activities since the last consultation meeting, including the development of an additional alternative (the diverging diamond interchange for the Stadium Interchange); and to share that the next consultation meeting would take place in late July 2022.

July 27, 2022—Virtual Section 106 consultation meeting in which FHWA and WisDOT provided a project update and shared changes to the alternatives under consideration, including consideration of a diverging diamond interchange at the Stadium Interchange. FHWA and WisDOT also presented an update on the historic properties in the revised APE. Consulting parties were asked to provide comment on potential impacts from the diverging diamond interchange by August 31, 2022.

Correspondence from consulting parties and meeting minutes from Section 106 consultation meetings can be found in Appendix C.

The Section 106 consultation process is ongoing; WisDOT and FHWA met with the Section 106 consulting parties from August 2021 to the present and will continue to meet with the parties through revisions or amendments to the PA. Appropriate measures to minimize harm to historic properties were discussed as part of the original Section 106 consultation process and throughout the development of the PA and will continue to be discussed with the consulting parties. Revisions or amendments to the PA, as appropriate, will be developed through consultation with the Section 106 consulting parties and will be completed prior to signing the Supplemental Final EIS/ROD.