## **APPENDICES**

## **DATCP #4472**

I-39/90/94 Corridor Study

Columbia, Dane, Juneau and Sauk Counties

# WISCONSIN DEPARTMENT OF AGRICULTURE, TRADE AND CONSUMER PROTECTION

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## APPENDIX A: ACRONYMS AND TERMS

## 1. ACRONYMS

AEA	Agricultural Enterprise Area
AIN	Agricultural Impact Notification
AIS	Agricultural Impact Statement
ВМР	Best Management Practice
CREP	Conservation Reserve and Enhancement Program
CRP	Conservation Reserve Program
СТН	County Trunk Highway
DATCP	Department of Agriculture, Trade and Consumer Protection (the "Department")
FP	Farmland Preservation Program
MFL	Managed Forest Law
PACE	Purchase of Agricultural Conservation Easement
ROW	Right-of-Way
STH	State Trunk Highway
USDA	U.S. Department of Agriculture
WisDNR	Wisconsin Department of Natural Resources

## 2. TERMS

Agricultural Operation	All owned and rented parcels of land, buildings, equipment, livestock, and personnel used by an individual, partnership, or corporation under single management to produce agricultural commodities.
Easement	Easements are contracts – bound to the property – which allow another party the right to use or enter a property without owning the property. Easements may be temporary (i.e. time limited) or permanent.
Mitigation	Avoiding, minimizing, rectifying (repairing), reducing, eliminating, compensating for, or monitoring environmental & agricultural impacts.
Prime Farmland	Defined by the U.S. Department of Agriculture as land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and that is available for these uses.
Right-of-Way (ROW)	The right to cross another's property for transportation or transmission purposes, such as roads, powerlines, and pipelines.
Severance	Splitting an agricultural parcel into two or more smaller parcels
Topsoil	The thin, top layer of soil where the majority of nutrients for plants is found.
Uneconomic Remnant	The property remaining after a partial taking of property, if the property remaining is of such size, shape, or condition as to be of little value or of substantially impaired economic viability.
Wasteland	Small or irregularly shaped areas within a remnant agricultural field that are not able to be cultivated. These areas reduce the amount of tillable acres within a remnant field, which may also impact the economic viability of the remnant field.

## APPENDIX B: ADDITIONAL FIGURES

Figures start on next page

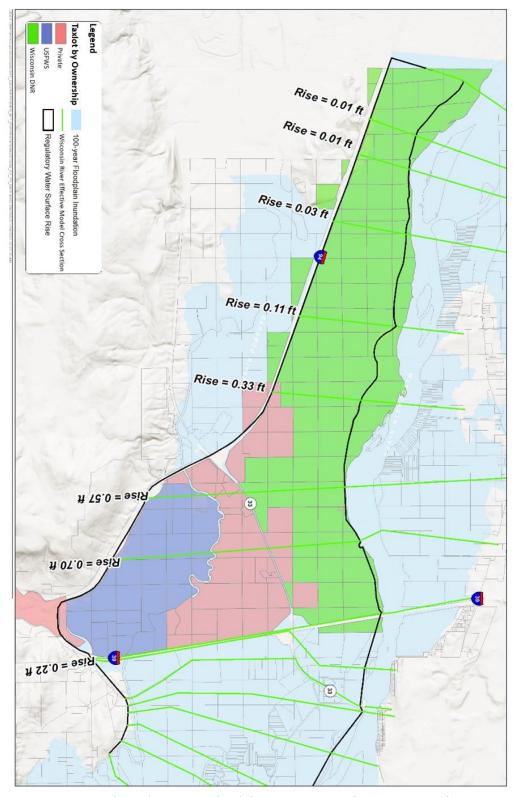


Figure 1: Wisconsin River and Baraboo River Floodplain Impact Map (WisDOT 2024a).

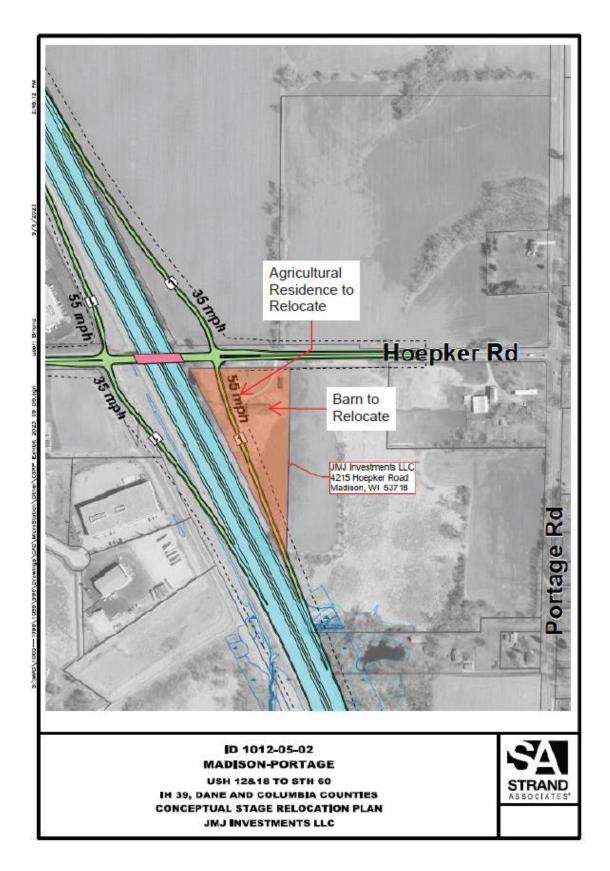


Figure 2: Relocation of Agricultural Property based on Hoepker Rd Interchange design alternative (WisDOT 2024c).

#### APPENDIX C: APPRAISAL AND COMPENSATION PROCESS

The acquisition of land by entities including but not limited to departments, municipalities, boards, commissions, public officers, and business with eminent domain authority in Wisconsin, is stipulated under <a href="Wis.Stat.§32.06">Wis.Stat.§32.06</a>. If the entity (referred to as the condemnor) actualizes their powers of eminent domain by exercising condemnation, the condemnor shall first provide an appraisal of the affected property to each landowner prior to the start of land acquisition negotiations. An appraisal is an estimate of fair market value, additional information about the appraisal process and landowners rights can be found in the Wisconsin Department of Administration publication, "The Rights of Landowners under Wisconsin Eminent Domain Law," also listed in Appendix C.

The condemnor may conduct a market study to determine current area property values of affected property. If the landowner signs an appraisal waiver form, the market study will be the basis for the condemnor's offer of compensation and no individual property appraisal will be conducted. The condemnor may also offer additional compensation to landowners who choose to sign the appraisal waiver form.

Landowners have the right to obtain their own appraisal of their property under Wisconsin's eminent domain law (<u>Wis. Stat. §32.06</u>) and will be compensated for the cost of this appraisal if the following conditions are met:

- The appraisal must be submitted to the condemnor or its designated real estate contractor within 60 days after the landowner receives the initial appraisal
- The appraisal fee must be reasonable
- The appraisal must be a full, narrative appraisal
- The appraisal must be completed by a qualified appraiser

Through the process of condemnation, a jurisdictional offer made to the landowner in accordance with <u>Wis. Stat. §32.06(3)</u> will include an appraisal of the fair market value for the land acquisition or easement and any anticipated damages to the property. The fair market value means the price that a willing buyer would pay to a willing seller in the market. This will be based on at least one full narrative appraisal for each property the condemnor intends to acquire. The appraisal must be presented to the landowner. The amount of compensation is based on the appraisal(s) and is established during the negotiation process between condemnor and the individual landowners.

The condemnor is required to provide landowners with information about their rights in this process before negotiations begin. Wis. Stat. § 32.035(4)(d) additionally stipulates that if the condemnor actualizes their condemnation authority, the condemnor cannot negotiate with a landowner or make a jurisdictional offer until 30 days after the AIS is published.

# APPENDIX D: WISCONSIN'S AGRICULTURAL IMPACT STATEMENT STATUTE

The Department of Agricultural, Trade and Consumer Protection (referred to as the Department) is required to prepare an AIS whenever more than five acres of land from at least one farm operation will be acquired for a public project if the agency/company acquiring the land has the authority to use eminent domain for property acquisitions. The Department has the option to prepare an AIS for projects affecting five or fewer acres from each farm if the proposed project would have significant effects on a farm operation. The entity proposing a construction project is required to provide the Department with the necessary details of the project so that the potential impacts and effects of the project on farm operations can be analyzed. DATCP has 60 days to make recommendations and prepare the AIS. DATCP shall publish the AIS upon receipt of the fee required to prepare the AIS. The Department provides the AIS to affected farmland owners, various state and local officials, local media and libraries, and any other individual or group who requests a copy. Thirty days after the date of publication, the project initiator may begin negotiating with the landowner(s) for the property.

<u>Wisconsin Statute § 32.035</u> is provided below and describes the Wisconsin Agricultural Impact Statement procedure and content.

#### (1) DEFINITIONS. In this section:

- (a) "Department" means department of agriculture, trade, and consumer protection.
- (b) "Farm operation" means any activity conducted solely or primarily for the production of one or more agricultural commodities resulting from an agricultural use, as defined in s. 91.01 (2), for sale and home use, and customarily producing the commodities in sufficient quantity to be capable of contributing materially to the operator's support.
- (2) EXCEPTION. This section shall not apply if an environmental impact statement under s. 1.11 is prepared for the proposed project and if the department submits the information required under this section as part of such statement or if the condemnation is for an easement for the purpose of constructing or operating an electric transmission line, except a high voltage transmission line as defined in s. 196.491(1) (f).
- (3) PROCEDURE. The condemnor shall notify the department of any project involving the actual or potential exercise of the powers of eminent domain affecting a farm operation. If the condemnor is the department of natural

resources, the notice required by this subsection shall be given at the time that permission of the senate and assembly committees on natural resources is sought under s. 23.09(2)(d) or 27.01(2)(a). To prepare an agricultural impact statement under this section, the department may require the condemnor to compile and submit information about an affected farm operation. The department shall charge the condemnor a fee approximating the actual costs of preparing the statement. The department may not publish the statement if the fee is not paid.

#### (4) IMPACT STATEMENT.

- (a) When an impact statement is required; permitted. The department shall prepare an agricultural impact statement for each project, except a project under Ch. 82 or a project located entirely within the boundaries of a city or village, if the project involves the actual or potential exercise of the powers of eminent domain and if any interest in more than 5 acres from any farm operation may be taken. The department may prepare an agricultural impact statement on a project located entirely within the boundaries of a city or village or involving any interest in 5 or fewer acres of any farm operation if the condemnation would have a significant effect on any farm operation as a whole.
- (b) Contents. The agricultural impact statement shall include:
  - 1. A list of the acreage and description of all land lost to agricultural production and all other land with reduced productive capacity, whether or not the land is taken.
  - 2. The department's analyses, conclusions, and recommendations concerning the agricultural impact of the project.
- (c) *Preparation time; publication*. The department shall prepare the impact statement within 60 days of receiving the information requested from the condemnor under sub. (3). The department shall publish the statement upon receipt of the fee required under sub. (3).
- (d) Waiting period. The condemnor may not negotiate with an owner or make a jurisdictional offer under this subchapter until 30 days after the impact statement is published.
- **(5)** PUBLICATION. Upon completing the impact statement, the department shall distribute the impact statement to the following:
  - (a) The governor's office.

- (b) The senate and assembly committees on agriculture and transportation.
- (c) All local and regional units of government that have jurisdiction over the area affected by the project. The department shall request that each unit post the statement at the place normally used for public notice.
- (d) Local and regional news media in the area affected.
- (e) Public libraries in the area affected.
- (f) Any individual, group, club, or committee that has demonstrated an interest and has requested receipt of such information.
- (g) The condemnor.

#### 1. STATUTES GOVERNING EMINENT DOMAIN

The details governing eminent domain as it relates to WisDOT projects are included in Wis. Stat. Ch. 32 (<a href="http://docs.legis.wisconsin.gov/statutes/statutes/32.pdf">http://docs.legis.wisconsin.gov/statutes/statutes/32.pdf</a>).

The Department recommends that farmland owners concerned about eminent domain powers and the acquisition of land should review this statute in its entirety. Landowners may also wish to consult with an attorney who should have expertise in eminent domain proceedings. In addition, any Wisconsin licensed appraiser that landowners employ regarding a project where eminent domain could be used should be knowledgeable in partial takings.

# <u>Section 32.09 of the Wisconsin Statutes</u> describes the compensation provided for property acquisition and certain damages:

- (6) In the case of a partial taking of property other than an easement, the compensation to be paid by the condemnor shall be the greater of either the fair market value of the property taken as of the date of evaluation or the sum determined by deducting from the fair market value of the whole property immediately before the date of evaluation, the fair market value of the remainder immediately after the date of evaluation, assuming the completion of the public improvement and giving effect, without allowance of offset for general benefits, and without restriction because of enumeration but without duplication, to the following items of loss or damage to the property where shown to exist:
- (a) Loss of land including improvements and fixtures actually taken.
- **(b)** Deprivation or restriction of existing right of access to highway from abutting land, provided that nothing herein shall operate to restrict the power of the state or any of its

subdivisions or any municipality to deprive or restrict such access without compensation under any duly authorized exercise of the police power.

- (c) Loss of air rights.
- **(d)** Loss of a legal nonconforming use.
- (e) Damages resulting from actual severance of land including damages resulting from severance of improvements or fixtures and proximity damage to improvements remaining on condemnee's land. In determining severance damages under this paragraph, the condemnor may consider damages which may arise during construction of the public improvement, including damages from noise, dirt, temporary interference with vehicular or pedestrian access to the property and limitations on use of the property. The condemnor may also consider costs of extra travel made necessary by the public improvement based on the increased distance after construction of the public improvement necessary to reach any point on the property from any other point on the property.
- **(f)** Damages to property abutting on a highway right of way due to change of grade where accompanied by a taking of land.
- (g) Cost of fencing reasonably necessary to separate land taken from remainder of condemnee's land, less the amount allowed for fencing taken under par. (a), but no such damage shall be allowed where the public improvement includes fencing of right of way without cost to abutting lands.

# <u>Section 32.19 of the *Wisconsin Statutes*</u> outlines payments to be made to displaced tenant occupied businesses and farm operations.

(4m) BUSINESS OR FARM REPLACEMENT PAYMENT. (a) Owner-occupied business or farm operation. In addition to amounts otherwise authorized by this subchapter, the condemnor shall make a payment, not to exceed \$50,000, to any owner displaced person who has owned and occupied the business operation, or owned the farm operation, for not less than one year prior to the initiation of negotiations for the acquisition of the real property on which the business or farm operation lies, and who actually purchases a comparable replacement business or farm operation for the acquired property within two years after the date the person vacates the acquired property or receives payment from the condemnor, whichever is later. An owner displaced person who has owned and occupied the business operation, or owned the farm operation, for not less than one year prior to the initiation of negotiations for the acquisition of the real property on which the business or farm operation lies may elect to receive the payment under par. (b) 1. in lieu of the payment under this paragraph, but the amount of payment under par. (b) 1. to such an owner displaced person may not exceed the amount the owner displaced person is eligible to

receive under this paragraph. The additional payment under this paragraph shall include the following amounts:

- 1. The amount, if any, which when added to the acquisition cost of the property, other than any dwelling on the property, equals the reasonable cost of a comparable replacement business or farm operation for the acquired property, as determined by the condemnor.
- 2. The amount, if any, which will compensate such owner displaced person for any increased interest and other debt service costs which such person is required to pay for financing the acquisitions of any replacement property, if the property acquired was encumbered by a bona fide mortgage or land contract which was a valid lien on the property for at least one year prior to the initiation of negotiations for its acquisition. The amount under this subdivision shall be determined according to rules promulgated by the department of administration.
- 3. Reasonable expenses incurred by the displaced person for evidence of title, recording fees and other closing costs incident to the purchase of the replacement property, but not including prepaid expenses.
- **(b)** Tenant-occupied business or farm operation. In addition to amounts otherwise authorized by this subchapter, the condemnor shall make a payment to any tenant displaced person who has owned and occupied the business operation, or owned the farm operation, for not less than one year prior to initiation of negotiations for the acquisition of the real property on which the business or operation lies or, if displacement is not a direct result of acquisition, such other event as determined by the department of commerce, and who actually rents or purchases a comparable replacement business or farm operation within 2 years after the date the person vacates the property. At the option of the tenant displaced person, such payment shall be either:
  - 1. The amount, not to exceed \$30,000, which is necessary to lease or rent a comparable replacement business or farm operation for a period of 4 years. The payment shall be computed by determining the average monthly rent paid for the property from which the person was displaced for the 12 months prior to the initiation of negotiations or, if displacement is not a direct result of acquisition, such other event as determined by the department of administration and the monthly rent of a comparable replacement business or farm operation and multiply the difference by 48; or
  - 2. If the tenant displaced person elects to purchase a comparable replacement business or farm operation, the amount determined under subd. 1 plus expenses under par. (a) 3.
- **(5)** EMINENT DOMAIN. Nothing in this section or ss. 32.25 to 32.27 shall be construed as creating in any condemnation proceedings brought under the power of eminent domain, any element of damages.

# <u>Section 32.25 of the Wisconsin Statutes</u> delineates steps to be followed when displacing persons, businesses, and farm operations.

- (1) Except as provided under sub.(3) and s. 85.09 (4m), no condemnor may proceed with any activity that may involve the displacement of persons, business concerns or farm operations until the condemnor has filed in writing a relocation payment plan and relocation assistance service plan and has had both plans approved in writing by the department of administration.
- (2) The relocation assistance service plan shall contain evidence that the condemnor has taken reasonable and appropriate steps to:
  - (a) Determine the cost of any relocation payments and services or the methods that are going to be used to determine such costs.
  - (b) Assist owners of displaced business concerns and farm operations in obtaining and becoming established in suitable business locations or replacement farms.
  - (c) Assist displaced owners or renters in the location of comparable dwellings.
  - (d) Supply information concerning programs of federal, state and local governments which offer assistance to displaced persons and business concerns.
  - (e) Assist in minimizing hardships to displaced persons in adjusting to relocation.
  - (f) Secure, to the greatest extent practicable, the coordination of relocation activities with other project activities and other planned or proposed governmental actions in the community or nearby areas which may affect the implementation of the relocation program.
  - (g) Determine the approximate number of persons, farms or businesses that will be displaced and the availability of decent, safe and sanitary replacement housing.
  - (h) Assure that, within a reasonable time prior to displacement, there will be available, to the extent that may reasonably be accomplished, housing meeting the standards established by the department of administration for decent, safe and sanitary dwellings. The housing, so far as practicable, shall be in areas not generally less desirable in regard to public utilities, public and commercial facilities and at rents or prices within the financial means of the families and individuals displaced and equal in number to the number of such displaced families or individuals and reasonably accessible to their places of employment.
  - (i) Assure that a person shall not be required to move from a dwelling unless the person has had a reasonable opportunity to relocate to a comparable dwelling.

- (3) (a) Subsection (1) does not apply to any of the following activities engaged in by a condemnor:
  - 1. Obtaining an appraisal of property.
  - 2. Obtaining an option to purchase property, regardless of whether the option specifies the purchase price, if the property is not part of a program or project receiving federal financial assistance.

#### 2. STATUTES GOVERNING ACCESS

# <u>Section 86.05 of the Wisconsin Statutes</u> states that access shall be provided to land which abuts a highway:

Entrances to highway restored. Whenever it is necessary, in making any highway improvement to cut or fill or otherwise grade the highway in front of any entrance to abutting premises, a suitable entrance to the premises shall be constructed as a part of the improvements, and if the premises are divided by the highway, then one such entrance shall be constructed on each side of the highway. Thereafter, each entrance shall be maintained by the owner of the premises. During the time the highway is under construction, the state, county, city, village or town shall not be responsible for any damage that may be sustained through the absence of an entrance to any such premises.

# <u>Section 84.25 of the *Wisconsin Statutes*</u> describes access restrictions concerning a controlled-access highway.

- (3) CONSTRUCTION; OTHER POWERS OF DEPARTMENT. In order to provide for the public safety, convenience and the general welfare, the department may use an existing highway or provide new and additional facilities for a controlled-access highway and so design the same and its appurtenances, and so regulate, restrict or prohibit access to or departure from it as the department deems necessary or desirable. The department may eliminate intersections at grade of controlled-access highways with existing highways or streets, by grade separation or service road, or by closing off such roads and streets at the right-of-way boundary line of such controlled-access highway and may divide and separate any controlled-access highway into separate roadways or lanes by raised curbings, dividing sections or other physical separations or by signs, markers, stripes or other suitable devices, and may execute any construction necessary in the development of a controlled-access highway including service roads or separation of grade structures.
- (4) CONNECTIONS BY OTHER HIGHWAYS. After the establishment of any controlled-access highway, no street or highway or private driveway, shall be opened into or connected with any

controlled-access highway without the previous consent and approval of the department in writing, which shall be given only if the public interest shall be served thereby and shall specify the terms and conditions on which such consent and approval is given.

- (5) USE OF HIGHWAY. No person shall have any right of entrance upon or departure from or travel across any controlled-access highway, or to or from abutting lands except at places designated and provided for such purposes, and on such terms and conditions as may be specified from time to time by the department.
- (6) ABUTTING OWNERS. After the designation of a controlled-access highway, the owners or occupants of abutting lands shall have no right or easement of access, by reason of the fact that their property abuts on the controlled-access highway or for other reason, except only the controlled right of access and of light, air or view.
- (7) SPECIAL CROSSING PERMITS. Whenever property held under one ownership is severed by a controlled-access highway, the department may permit a crossing at a designated location, to be used solely for travel between the severed parcels, and such use shall cease if such parcels pass into separate ownership.

## 3. STATUTES GOVERNING DRAINAGE

# <u>Section 88.87(2) of the Wisconsin Statutes</u> describes regulations concerning rights of drainage:

- (a) Whenever any county, town, city, village, railroad company or the department of transportation has heretofore constructed and now maintains or hereafter constructs and maintains any highway or railroad grade in or across any marsh, lowland, natural depression, natural watercourse, natural or man-made channel or drainage course, it shall not impede the general flow of surface water or stream water in any unreasonable manner so as to cause either an unnecessary accumulation of waters flooding or water-soaking uplands or an unreasonable accumulation and discharge of surface water flooding or water-soaking lowlands. All such highways and railroad grades shall be constructed with adequate ditches, culverts, and other facilities as may be feasible, consonant with sound engineering practices, to the end of maintaining as far as practicable the original flow lines of drainage. This paragraph does not apply to highways or railroad grades used to hold and retain water for cranberry or conservation management purposes.
- (b) Drainage rights and easements may be purchased or condemned by the public authority or railroad company having control of the highway or railroad grade to aid in the prevention of damage to property owners which might otherwise occur as a result of failure to comply with par. (a).

(c) If a city, village, town, county, or railroad company or the department of transportation constructs and maintains a highway or railroad grade not in accordance with par. (a), any property owner damaged by the highway or railroad grade may, within 3 years after the alleged damage occurred, file a claim with the appropriate governmental agency or railroad company. The claim shall consist of a sworn statement of the alleged faulty construction and a description, sufficient to determine the location of the lands, of the lands alleged to have been damaged by flooding or water-soaking. Within 90 days after the filing of that claim, the governmental agency or railroad company shall either correct the cause of the water damage, acquire rights to use the land for drainage or overflow purposes, or deny the claim. If the agency or company denies the claim or fails to take any action within 90 days after the filing of the claim, the property owner may bring an action in inverse condemnation under ch. 32 or sue for such other relief, other than damages, as may be just and equitable.

#### WisDOT specification 205.3.3 further describes its policies concerning drainage:

- (1) During construction, maintain roadway, ditches, and channels in a well-drained condition at all times by keeping the excavation areas and embankments sloped to the approximate section of the ultimate earth grade. Perform blading or leveling operations when placing embankments and during the process of excavation except if the excavation is in ledge rock or areas where leveling is not practical or necessary. If it is necessary in the prosecution of the work to interrupt existing surface drainage, sewers, or under drainage, provide temporary drainage until completing permanent drainage work.
- (2) If storing salvaged topsoil on the right-of-way during construction operations, stockpile it to preclude interference with or obstruction of surface drainage.
- (3) Seal subgrade surfaces as specified for subgrade intermediate consolidation and trimming in 207.3.9.
- (4) Preserve, protect, and maintain all existing tile drains, sewers, and other subsurface drains, or parts thereof that the engineer judges should continue in service without change. Repair, at no expense to the department, all damage to these facilities resulting from negligence or carelessness of the contractor's operations.

### APPENDIX E: ADDITIONAL INFORMATION SOURCES

#### Wisconsin State Statutes

- Wisconsin Statute Chapter 91: <u>Farmland Preservation</u>
  - Subchapter 91.46(4): Conditional Uses
- Wisconsin Statute Chapter 32: Eminent Domain
  - Subchapter 32.035: Agricultural Impact Statement

#### Department of Agricultural, Trade and Consumer Protection Website Links

- DATCP (datcp.wi.gov)
  - Farmland Preservation
  - Agricultural Impact Statements
  - <u>Wisconsin Farm Center</u> (Information on services provided to Wisconsin farmers including financial mediation, stray voltage, legal, vocational, and farm transfers)
- Drainage Districts

#### Department of Administration (DOOA) Website Links

- DOA (doa.wi.gov)
- Relocation Assistance (Publications on landowner rights under Wisconsin's eminent domain law)
- Wisconsin Relocation Rights Residential
- Wisconsin Relocation Rights for Businesses, Farm and Nonprofit Organizations
- The Rights of Landowners under Wisconsin Eminent Domain Law, Procedures under sec. 32.06 Wis. Stats. (Condemnation procedures in matters other than highways, streets, storm & sanitary sewers, watercourses, alleys, airports and mass transit facilities)

#### Department of Natural Resources (facility plan) Website Links

- DNR (dnr.wi.gov)
  - Managed Forest Law

#### U.S. Department of Agriculture (USDA)

- USDA (usda.gov)
  - National Agricultural Statistics Service
  - Web Soil Survey
  - Soil Quality Urban Technical Note No. 1, Erosion and Sedimentation on Construction Sites

Wisconsin Department of Safety and Professional Services (DSPS)

- DSPS (dsps.wi.gov)
  - Real Estate Appraisers (Look-up for state certification status of different types of real estate appraisers)

#### State Bar of Wisconsin

■ State Bar of Wisconsin (www.wisbar.org)

For general legal information and assistance in finding a lawyer

# APPENDIX F: WISDOT PREFERRED ROUTE RECOMMENDATIONS MEMO

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#### I-39/90/94 Corridor Study

Date:	April 1, 2024
Topic:	I-39/90/94 Concurrence Point #2: Preferred Alternatives
То:	Cooperating and Participating Agencies
From:	David Schmidt, P.E., WisDOT Project Manager

#### 1. Purpose

WisDOT requests agency concurrence on the recommended preferred alternatives that will be evaluated in the Draft Environmental Impact Statement for the I-39/90/94 Corridor Study. On January 12, 2024, WisDOT requested concurrence on the study purpose and need, range of alternatives and study schedule (Concurrence Point 1). As of February 29, 2024, WisDOT completed coordination on Concurrence Point 1.

This memo identifies WisDOT's recommended preferred alternatives and requests agency concurrence by May 1, 2024.

#### 2. Summary of Recommended Preferred Alternatives

Table 1 summarizes the recommended preferred alternatives WisDOT developed from an alternatives screening analysis and ongoing agency and public coordination. The screening analysis evaluated alternatives based on purpose and need factors, environmental impacts, public and municipal input and relative construction cost. WisDOT's alternatives screening analysis provided to agencies during Concurrence Point 1 summarizes alternatives recommended for further study in the EIS. Where the screening analysis identified one alternative for further study in the Draft EIS, WisDOT recommends it as a preferred alternative.

WisDOT completed a flood minimization study to reduce flood risks where I-39 and I-90/94 travel through the Baraboo River and Wisconsin River floodplains. The analysis recommends raising portions of I-39 and I-90/94 and lengthening the I-39 Baraboo River bridge to reduce flood risks on the Interstate. The recommended preferred alternatives in this area of the study corridor include flood minimization strategies described in Section 3 of this memo.

The remainder of this analysis provides additional information on WisDOT's recommended preferred alternative where more than one alternative was identified for further study in the Draft EIS.

**Table 1: Summary of Recommended Preferred Alternatives** 

Freeway/Interchange	Recommended Preferred Alternative
I-39/90/94 Freeway	Modernization Plus Added General-Purpose Lane
I-94/WIS 30 Interchange	Full Modernization Alternative #2





Milwaukee Street Interchange (Proposed new)	Partial Cloverleaf
US 151/High Crossing Boulevard Interchange	Directional
Hoepker Road Interchange (Proposed new)	Shifted Diamond
US 51 Interchange	Partial Cloverleaf
WIS 19 Interchange	U-Ramp
County V Interchange	No Build
County CS Interchange	Diamond
I-39 I-90/94 Split Interchange	Low Build
WIS 33 Interchange at I-39	Diamond
WIS 33 Interchange at I-90/94	Partial Cloverleaf
US 12 Interchange	Diverging Diamond
WIS 23 Interchange	Diamond
WIS 13 Interchange	Trumpet
US 12/WIS 16 Interchange	Diamond

#### 2.1. Evaluation summary

The following sections briefly summarize recommended preferred alternatives where more than one alternative is evaluated in the Draft EIS.

#### 2.1.1. I-39/90/94 Freeway

WisDOT is evaluating two freeway alternatives in the Draft EIS: Modernization Plus Added General-Purpose Lane and Modernization Hybrid. The primary difference between the Modernization Plus Added General-Purpose Lane and Modernization Hybrid alternatives is between US 12/18 and WIS 19. In that section, the Modernization Plus Added General-Purpose Lane alternative consists of a 12-foot inside shoulder and added 12-foot lane in each direction where the Modernization Hybrid consists of an 18-foot inside shoulder that could be utilized as a travel lane with a 6-foot shoulder during heaviest travel periods.

The environmental impacts of the two alternatives are similar. The projected construction costs of the two alternatives are also similar with the Modernization Plus Added General-Purpose Lane expected to cost more up front and the Modernization Hybrid costing more over time due to the additional staffing and technical





infrastructure maintenance required to operate the managed lane. WisDOT anticipates long term maintenance costs after 15 years will be greater than the Modernization Plus Added General-Purpose Lane alternative due to increased capital costs to replace managed lane infrastructure.

Safety is another variable between the two alternatives. The predicted crash reduction from the Modernization Hybrid compared to the No Build alternative is 1-3% while the predicted crash reduction from the Modernization Plus Added General-Purpose lane alternative is around 30%. The six-foot shoulders on the managed lane result in approximately 10% higher crash rates than 12-foot shoulders. WisDOT anticipates that 25% of the day when managed lanes are opened, they would subsequently be partially or full closed due to incidents, large snow events or other events limiting access. There is a higher risk of traffic diversion to other roadways during outages.

The Modernization Hybrid alternative operates most effectively with a large percentage of familiar drivers (local commuters). This corridor is characterized by high truck volumes present on all days and high volumes of recreational drivers present on the high traffic Fridays and Sundays. These drivers are typically unfamiliar with local lane configurations and subsequently managed lanes may be underutilized. The Modernization Plus Added General-Purpose Lane meets driver expectations in a corridor used by a substantial amount of through traffic with destinations beyond the Madison metropolitan area.

WisDOT recommends the Modernization Plus Added General-Purpose Lane as the preferred alternative. Because of high local interest in the Modernization Hybrid alternative, WisDOT recommends both the Modernization Plus Added General-Purpose Lane and Modernization Hybrid alternatives for further study in the Draft EIS.

#### 2.1.2. County V

WisDOT is evaluating two alternatives for the County V interchange in the Draft EIS: the Diamond alternative and No Build alternative. The Diamond alternative can accommodate future traffic demands as currently forecasted by regional travel models.

As noted in the screening analysis, a private development to the west of the interchange may complete a separate environmental document and reconstruct the interchange before construction could occur for a potential project through the I-39/90/94 Corridor Study. Should the development occur, WisDOT recommends the No Build alternative as the preferred alternative. If the development west of the interchange does not move forward, WisDOT recommends the Diamond alternative as the preferred alternative.

#### 2.1.3. WIS 13 Interchange

WisDOT is evaluating two alternatives at the WIS 13 Interchange in the Draft EIS: the Split Diamond alternative and the Trumpet alternative. Both alternatives generally meet purpose and need but differ on how well they meet safety needs. The Trumpet alternative performs better than the Split Diamond alternative for safety because it has fewer conflict points, which reduces the risk of crashes. The Split Diamond alternative creates a County H connection to the WIS 13 Interchange but requires about 0.8 acres of new right of way at the Hulburt Creek



Fishery Area, a property subject to Section 4(f) evaluation. The Trumpet alternative does not require permanent right of way at the fishery. The Trumpet alternative requires 2.7 acres less right of way compared to the Split Diamond alternative and has 0.1 acres of wetland impacts compared to 0.5 acres under the Split Diamond alternative.

WisDOT recommends the Trumpet as the preferred alternative because of its added safety benefits compared to the Split Diamond alternative. The Trumpet alternative's environmental impacts are similar or slightly lower compared to the Split Diamond alternative. WisDOT continues to study both the Trumpet and Split Diamond alternatives in the Draft EIS because of continued public interest in both alternatives.

#### 3. Flood Minimization Study

Both I-39 and I-90/94 are in the floodplains of the Wisconsin and Baraboo rivers. Flooding has caused extensive infrastructure damage and road closures. WisDOT evaluated a range of options to reduce flood risks on I-39 and I-90/94 near the I-39 I-90/94 Split Interchange. All the options would raise I-39 about 4 feet from the I-39 I-90/94 Split Interchange to just south of Levee Road (about 3 miles). The options would also raise I-90/94 about 4 feet for about 3.5 miles in the vicinity of the WIS 33 Interchange at I-90/94. The key difference among the options revolves around bridge configurations on I-39 to convey Baraboo floodwaters and the resulting impacts to 100-year water surface elevations upstream of I-39. Table 2 summarizes the options WisDOT considered.

WisDOT used two models to analyze flood minimization options. The 1-dimensional Federal Emergency Management Agency regulatory floodplain model (HEC-RAS v4.3) developed for the National Flood Insurance Program (NFIP), and a 2-dimensional (2D) unsteady (or dynamic) hydrodynamic modeling (SRH2D) <sup>2</sup> internally developed by WisDOT. The 2D model can observe downstream impacts that are not detected under the 1D regulatory model. Any change to the 1D regulatory model floodplain elevations requires a conditional letter of map revision, including a mitigation plan for all insurable structures with a flood elevation change greater than 0.005 feet. The 2D model, which provides more detailed hydraulic outputs (water depth and velocity) is the primary tool used to minimize impacts to properties near I-39 and I-90/94.

Based on results summarized in Table 2, WisDOT recommends implementing Option C4 as part of the preferred alternatives. Option A does not increase the 100-year surface water elevation in the regulatory floodplain but increases the surface water elevation to a substantial number of properties downstream of I-39. Option C2 increases downstream water surface elevations in both the 100-year event and more frequent flood events. Option C4 and C3 have nearly identical benefit cost analysis (BCA) ratios, 2.27 and 2.28, respectively. Option C3 increases the flood elevation to at least 24 properties downstream of I-39 during more frequent storms, such as the 10- and 25-year events on the Wisconsin River, this is not reflected in the BCA. Additionally, Option C4 reduces the flood elevation at 24 properties compared to C3, another benefit not reflected in the BCA. The 500-foot bridge span included in Option C4 also allows for more of the geomorphic and ecological benefits previously

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<sup>&</sup>lt;sup>1</sup> Section 4(f) is a term that refers to any park, recreation area, wildlife or waterfowl refuge or historic site that is protected under Section 4(f) of the 1966 US Department of Transportation Act. Section 4(f) law states that federal funds may not be approved for projects that use land from a significant publicly owned park, recreation area, wildlife or waterfowl refuge or any significant historic site, unless it is determined that there is no feasible and prudent avoidance alternative to the use of land from such properties.

<sup>&</sup>lt;sup>2</sup> Bureau of Reclamation. SRH-2D (Sediment and River Hydraulics). https://www.usbr.gov/tsc/techreferences/computer%20software/models/srh2d/index.html . Accessed January 30, 2024.





described by reconnecting a portion of the floodplain to the main channel through the bridge structure. The Draft EIS will include a detailed analysis of the flood minimization study.





## **Table 2: Summary of Flood Minimization Option**

Option	Description	Features	Residences and Businesses with Increased Flood Elevation Regulatory (1D Model)	Residences and Businesses with Increased Flood Elevation Non- Regulatory (2D Model)	Residences and Businesses with <u>Reduced</u> Flood Elevation Non- Regulatory (2D model)	Benefit/Cost Analysis
A	Raise I-39 and I-90/94 Constructs 3 2,000-foot bridges	Conveys floodwater with no upstream surface water rise in 100-year event. Increases downstream flooding.	0	23 Residences 7 Businesses (incl. 2 vacant)	1 Residence 1 Business (vacant)	0.58
C2	Raise I-39 and I-90/94 Lengthen existing I-39 bridge over Baraboo River from 150 feet to 250 feet. Add a second 250-foot bridge about 2,000 feet north of existing I-39 Baraboo River bridge.	Increases upstream 100-year surface water elevation between 0.5 foot to 0.01 foot Increases downstream flooding to properties on County U. Impacted properties would experience flooding at lower frequency flow events, which they do not currently experience	<ul><li>1 Residence</li><li>2 Businesses (incl. 1 vacant)</li><li>2 USFWS Maintenance/Storage Buildings</li><li>2 Buildings on WDNR Property</li><li>1 AT&amp;T structure</li></ul>	12 Residences 6 Businesses (incl. 2 vacant) 2 USFWS Maintenance/Storage Buildings 1 Building on WDNR Property	26 Residences 3 Businesses	2.19
СЗ	Raise I-39 and I-90/94 Lengthen existing I-39 bridge over Baraboo River from 150 feet to 250 feet. Add a second 250-foot bridge north of the WIS 33/I-39 interchange	Increases upstream 100-year surface water elevation between 1 foot to 0.01 foot. Increases downstream flooding to properties on County U and WIS 33, east of I-39. Impacted properties would experience flooding at lower frequency flow events, which they do not currently experience.	1 Residence 2 Businesses (incl. 1 vacant) 2 USFWS Maintenance/Storage Buildings 2 Buildings on WDNR Property 1 AT&T structure	6 Residences 6 Businesses (incl. 3 vacant) 2 USFWS Maintenance/Storage Buildings	2 Residences	2.28
C4 (Recommended)	Raise I-39 and I-90/94 Lengthen existing I-39 bridge over Baraboo River from 150 feet to 500 feet.	Increases upstream 100-year surface water elevation between 1.5 feet to 0.01 foot. Increased downstream flooding localized to historic Baraboo River floodplain in both the 100-year event and more frequent flood events	<ul><li>1 Residence</li><li>2 Businesses (incl. 1 vacant)</li><li>2 USFWS Maintenance/Storage Buildings</li><li>2 Buildings on WDNR Property</li><li>1 AT&amp;T structure</li></ul>	<ul><li>9 Residences</li><li>6 Businesses (incl. 3 vacant)</li><li>2 USFWS Maintenance/Storage Buildings</li><li>1 Building on WDNR Property</li></ul>	26 Residences 3 Businesses	2.27

I-39/90/94 Corridor Study **MEMO** 





As part of its detailed flood studies, WisDOT met with affected property owners, including the Wisconsin Department of Natural Resources (WDNR), the US Fish and Wildlife Service (USFWS) and private property owners. Table 3 summarizes outreach activities. Both WDNR and USFWS own and manage substantial properties in the affected area: the Pine Island State Wildlife Area (5,499 acres) and the Baraboo River Waterfowl Production Area (950 acres), respectively.

WisDOT also met with Columbia County, the local floodplain zoning administrator. WDNR is the agency responsible for the floodplain management program mandated by state statutes. WDNR also partners with FEMA, through the Cooperating Technical Partners program, on the implementation of the NFIP Program. WisDOT will continue coordination with WDNR through the design process as updated flood maps are developed and finalized. WisDOT will request a formal Conditional Letter of Map Revision from FEMA. After construction, WisDOT will submit plans of the Interstate and interchanges, as built, along with the final flood map and request a Letter of Map Revision from FEMA. WisDOT will continue coordination with property owners affected by potential flood elevation changes and finalize measures to mitigate property impacts, if required.

**Table 3: Summary of Floodplain Minimization Coordination** 

Agency or Stakeholder	Date
WDNR	June 29, 2023
	January 24, 2024
Columbia County	June 29, 2023
Town of Caledonia	January 10, 2024
USFWS	December 6, 2023
Private Property Owners	January 29, 2024

#### 4. Next Steps

WisDOT requests agency concurrence on the recommended preferred alternatives by May 1, 2024.

WisDOT and FHWA will continue to develop and finalize the Draft EIS for public review and comment. Below is the anticipated schedule for the remainder of the study.

Draft EIS available for 45-day public review: June 28, 2024

Public hearing: July 30-31 and August 1, 2024

45-day public review ends: August 12, 2024
Final EIS/Record of Decision: December 6, 2024

# APPENDIX G: WISDOT RESPONSE TO DATCP RECOMMENDATIONS

Document starts on the next page

Respondent's Name	WisDOT	Project Name	I-39/90/94 Corridor Study
Date of Respondent's Response	April 26, 2024	Project Initiator	WisDOT
Date of DATCP Response	April 29, 2024	AIS#	4472

AIS Recommendation to Project Initiator	Project Initiator Response / Comments / Objections	AIS Program Response / Action
1. The Department recommends WisDOT consult the Department in the year preceding construction regarding the status of effective FP agreements within the project corridor.	During the design phase, WisDOT will coordinate with DATCP, in the year preceding construction, to resolve matters involving FP agreements.	
2. Where the Study compels the release of land from an effective FP agreement, WisDOT should coordinate with agricultural landowners and the Department in accordance with Wisconsin Department of Transportation Facilities Development Manual, Chapter 5, Section 10, Provision 30.2.2 (FDM 5-10-30.2.2). If the study compels the release of land from an effective FP Agreement and requires a landowner to pay a conversion fee under Wis. Stat. § 91.66(1)(c), DOT should consider compensating the landowner for said release.	During the design phase, WisDOT would compensate landowners that incur a fee under Wis. Stat. § 91.66(1)(c) as part of the real estate acquisition process.	
3. WisDOT should provide the Sauk County Land Conservation Department with selected route information affecting the Fairfield AEA when available.	At the conclusion of the Final EIS, WisDOT will provide the Sauk County Land Conservation Department with project route information impacting the Fairfield AEA.	
4. The Department recommends WisDOT work with landowners to identify effective CREP agreements prior to any construction or site disturbance activities.	During the design phase, WisDOT will ask impacted agricultural landowners to self-identify if the impacted portion of their land is currently enrolled within an active CREP agreement.	

5. The Department recommends WisDOT make a Freedom of Information Act (FOIA) request to USDA-FSA (FSA) within 12 months of expected construction or site disturbance activities for information regarding the location of effective CREP agreements to facilitate planning for how to mitigate impacts to enrolled lands and if termination to any part of an effective contract (CRP-1) is necessary.	During the design phase, WisDOT will consult with FSA to determine appropriate means to identify landowners with effective CRP and/or CREP contracts impacted by the project.  On April 23, 2024, DATCP agreed to remove the FOIA request from recommendation #5. They will add more general language about coordinating with FSA.	Altered phrasing to be: The Department recommends that WisDOT coordinate with the appropriate Wisconsin CRP contact regarding effective CRP contracts within the project area and coordinate with FSA regarding impact mitigation to enrolled lands and/or potential contract (CRP-1) releases within 12 months of expected construction or site disturbance activities.
6. WisDOT should consult with the Department in the year preceding construction or site disturbance activities to determine if any CREP easements with expired federal contracts will be impacted by the project corridor.	During the design phase, WisDOT will coordinate with DATCP, in the year preceding construction, to determine if CREP easements with expired federal contracts would be impacted by the project.	
7. As improvements proposed by the Study would impact the Lower Baraboo Drainage District, WisDOT is required by Wis. Stat. § 88.67(3) to inform and consult with the drainage board having jurisdiction. WisDOT should contact the Department's State Drainage Engineer for additional information related to the jurisdiction of the Lower Baraboo Drainage District.	WisDOT has initiated coordination with local drainage districts. WisDOT will fulfill its responsibilities under Wis. Stat. § 88.67(3).	
8. Department recommends WisDOT inform agricultural operations at least 30 days prior to when they will lose access to the impacted farm fields and indicate when access will be lost and for how long. WisDOT should also work with agricultural landowners and any agricultural tenant operators to determine safe new access points to adjoining or remnant fields.	During the design phase, WisDOT agrees to provide agricultural operations at least 30 days notice prior to loss of access, when the loss would occur and duration. Should access be lost, WisDOT will fulfill its responsibilities under Wis. Stat. § 86.05 to provide a suitable new entrance.	

9. The Department recommends WisDOT to work	During the design phase, WisDOT will	
within the bounds of Wis. Stat. § 88.87 to build	fulfill its responsibilities under Wis. Stat.	
adequate ditches, culverts, and other facilities to	§ 88.87.	
prevent obstruction of drainage, protect property		
owners from damage to lands caused by unreasonable		
diversion or retention of surface water, and maintain,		
as nearly as possible, the original drainage flow		
patterns to ensure stormwater and drainage impacts		
are mitigated on the remnant fields.		
10. As the proposed construction of the Study holds	During the design phase, WisDOT region	
the potential for numerous agricultural impacts, the	environmental coordinator would	
Department recommends WisDOT to help mitigate by	oversee communication with	
hiring an AI (Agricultural Inspector) or appointing a	agricultural landowners, in addition to	
current staff person to function in a capacity as an Al	other landowners, as well as with DATCP	
or agricultural liaision.	as required.	
11. The Department recommends that WisDOT should	During construction, WisDOT will	
monitor for potential drainage tile damage during	monitor potential construction related	
construction and, if one is determined to have been	damage to drainage tile and work with	
impacted by construction, work with the landowner to	landowners to resolve damage, should it	
identify a remedy.	occur.	
12. The Department recommends that WisDOT	WisDOT contracts with county highway	
consider alternatives to chloride based deicing	departments to provide routine	
products, such as ones listed within the University of	maintenance services such as plowing	
Wisconsin Madison - Extension publication A3877, if	and salting along the federal Interstate	
construction will occur during winter months.	and state highway systems. WisDOT	
	encourages all counties to use salt	
	efficiently by making use of best	
	practices such as anti-icing, prewetting	
	and direct liquid applications.	

## Other Comments from the Project Initiator

AIS Document (Section Number, Page Number, Paragraph Number)	Project Initiator Response / Comments	AIS Program Response / Action
Entire Document	WisDOT has identified recommended preferred alternatives as described in the April 1, 2024 Concurrence Point #2 memo.	Altered text to include that there are preferred alternatives and reasoning for why they are still included due to concurrence occurring after May 1.
Entire Document	WisDOT minimum agricultural impact is 160.2 acres	Adjusted with the updated data received from WisDOT.
Entire Document	Please refer to interchange and mainline alternative by their proper name, for example Full Modernization #2"	Updated Accordingly
Entire Document	Please avoid the word "take", "taken" or "taking" as this implies WisDOT would first use condemnation to take property. WisDOT first attempts to acquire land or easements via voluntary acquisition not by condemnation.	Adjusted language from taken/taking to acquired/acquisitions
Summary, pdf pg 8/AIS pg 5, paragraph #2	As noted in the Concurrence Point #2 memo, the Study evaluated two alternatives for the County V Interchange: No-Build and Diamond. If the expected private development occurs, WisDOT will move forward with the No-Build alternative. Should the development not occur, WisDOT would move forward with the Diamond alternative. Both alternatives have identical agricultural impacts.	Included discussion of County V and discussion of why analysis was not included as it was not included with AIN data, additionally that renotification to DATCP would be necessary if more agricultural impacts occur than discussed in the AIS
2.4, pdf pg 16/AIS pg 13, paragraph #3	Consider deleting the first sentence and lead in for sentence two of paragraph #3, "In the data provided to the Department, segments of the study corridor were separated differently in the northern aspect of the corridor (after WIS 60) and the southern half (after WIS 60). Due this inconsistency," The second sentence can stand on its own without introducing confusion about data.	Updated accordingly

2.4.1, pdf pg 18/AIS pg 15	Based on the Concurrence Point #2 memo, WisDOT anticipates having concurrence on recommended preferred alternatives. There is still value in discussing the two alternatives, but please denote the recommended preferred alternative.	Noted within the AIS for the interchange/freeway that had two alternatives previously and on AIS page 15
2.4.2, pdf pg 20/AIS pag 17, paragraph #2	Consider listing the interchanges not mentioned in the AIS that are part of the Study, which include: County V (No-Build), US 51, WIS 33 at I-39, WIS 23, US 12/WIS 16.	Kept the list as is but added a the following line after: "The County V Interchange (no build), US 51 Interchange, WIS 33 at I-39, WIS 23 Interchange, US 12/WIS16 Interchange will not be discussed within this AIS as they did not have agricultural data provided within the AIN." All interchanges from the Study were also listed within Table 2
2.4.2, pdf pg 22/AIS pg 19, paragraph #1	Consider deleting this sentence, "In 2010's, WisDOT previously reconstructed I-94 with bridges that would serve as an overpass for a future Milwaukee Street extension." The sentence reads as WisDOT was planning for Milwaukee Street in 2010.	The sentence has been removed.
2.4.2, pdf pg 32/AIS pg 29, paragraph #3	Consider deleting this sentence, "leading to potential severance issues that will be further discussed in section 4: Agricultural Impacts." Section 4.3.1 doesn't mention this property in the severance discussion. Furthermore, the impacted parcel would not be severed as WisDOT would retain lands to the east of the new south-bound trumpet on ramp.	This sentence has been deleted
3.1.1, pdf pg 34,/AIS pg 31, paragraph #2	WisDOT has multiple exemptions from various classifications of local zoning ordinance. Consider shortening or softening this sentence, "WisDOT should consult with all applicable local zoning authorities to identify if additional restrictions apply. (delete "and to ensure compliance with local zoning regulations)."	Updated to say that "The Department suggests that WisDOT consults with" and removed the suggested deletion.
3.1.1, pdf pg 35/AIS pg 32, paragraph 1	Please describe in the text how the landowner would still pay the conversion fee, given WisDOT is exempt from paying the fee.	Updated the language to: "If the Project compels the release of land from an effective FP agreement, and the land is not owned by

## Agricultural Impact Statement (AIS) Program: Project Initiator Response to AIS Recommendations

		WisDOT, WisDOT should consider offering to pay all FP conversion fees incurred by agricultural landowners."
4.7.1, pdf pg 48/AIS pg 45, paragraph #2	Could the sentence referenced to the personal communication be revised as follows, "WisDOT stated they would design drainage improvements, as needed, after design alternatives are finalized. Initial plans consider using a range of potential drainage improvements, including but not limited too: ponds, swales and retention basins, which would be located within currently held ROW.	Updated accordingly
4.7.6, pdf pg 50/AIS pg47, paragraph #1	Consider a different word than sever and severance.  "Sever" implies WisDOT is acquiring a strip of land down the middle of the parcel, like with Milwaukee street. In this case DOT is acquiring the eastern half of the parcel and converting the eastern side to a new land use.	Updated "sever with bisect and removed "severance"
5.2, pdf pg 54/AIS pg 51	WisDOT did not mention an interest in a dual role AI/EI, please revise. Meeting minutes show that "WisDOT would likely have environmental designers/liaisons that would communicate with agricultural landowners, in addition to other landowners, as well as with DATCP as required."	Updated accordingly





# WISCONSIN DEPARTMENT OF AGRICULTURE, TRADE AND CONSUMER PROTECTION

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