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TRANSPORTATION

FEDERAL HIGHWAY ADMINISTRATION

FINAL ENVIRONMENTAL STATEMENT

FOR

INTERSTATE 35E

IN DAKOTA COUNTY, MINNESOTA;
FROM: SOUTH JCT. I35 to JCT. T.H.110

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PREPARED BY
MINNESOTA DEPARTMENT OF TRANSPORTATION
MINNESOTA PROJECT I 35E-4( )
STATE PROJECT 1982

FHWA-MN-EIS-76-04-F
Federal Highway Administration
Region V

MINNESOTA PROJECT I 35E-4( )
STATE PROJECT 1982

INTERSTATE HIGHWAY 35E IN DAKOTA COUNTY, MINNESOTA FROM SOUTH JUNCTION WITH INTERSTATE 35 TO JUNCTION WITH STATE TRUNK HIGHWAY 110

ADMINISTRATIVE ACTION

FINAL

ENVIRONMENTAL IMPACT STATEMENT

U.S. DEPARTMENT OF TRANSPORTATION

Federal Highway Administration

AND

STATE OF MINNESOTA

Department of Transportation

SUBMITTED PURSUANT TO: 42 USC 4332 (2) (C) & 23 USC 128 (a)

AND MINNESOTA STATUTES, SECTION 116D.01 et seq.

May 13, 1977
Date

Harry A. Lead
Deputy Commissioner
Bureau of Policy and Planning
Minn. Department of Transportation

AUG 11 1977
Date

/s/ W. G. Emrich
Director
Office of Environment and Design
FHWA, Region V

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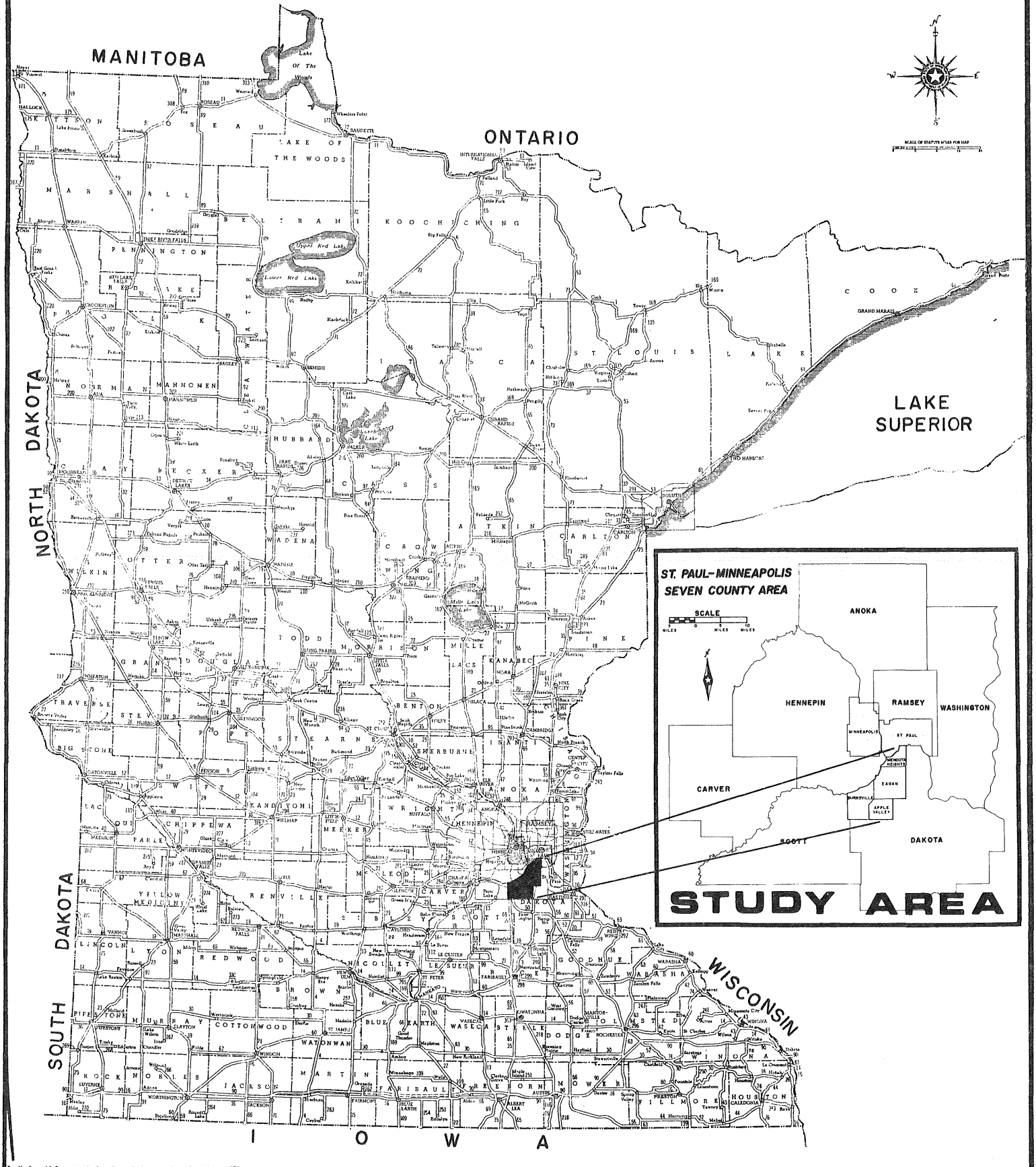


Base Map Prepared By Transportation And Transit Planning And Programming Division. Revised January 1, 1973.

SUMMARY SHEET

FEDERAL HIGHWAY ADMINISTRATION
ADMINISTRATION ACTION ENVIRONMENTAL STATEMENT

( ) Draft (X) Final

( ) Section 4(f) Statement attached

ADDITIONAL INFORMATION ABOUT THE PROPOSED ACTION AND ABOUT THE ENVIRONMENTAL STATEMENT CAN BE OBTAINED FROM:

District Engineer
Minnesota Department of Transportation-District 9
3485 Hadley Avenue North
P. O. Box 2050
North St. Paul, Minnesota 55109
612-770-2311

Division Administrator
Federal Highway Administration
Suite 490, Metro Square Building
St. Paul, Minnesota 55101
612-725-7001

DESCRIPTION

The Proposed Federal Highway Administration Action is the participation of Federal Aid-Interstate funds in the building of 13 miles of a four to six lane freeway, designated I-35E, on new alignment through northwestern Dakota County, Minnesota.

I-35E will begin at its interchange with I-35 in Burnsville, pass through the cities of Apple Valley and Eagan, and terminate near its interchange with TH 110 in Mendota Heights.

I-35E will require a U.S. Department of the Army, Corp of Engineers, Section 404 Permit.

ALTERNATIVES

The Draft EIS considered three alternatives for providing a transportation link between I-35 and TH 110, through the Study Area.

1. Alternative A1, a design alternative of I-35E that would bridge over Blackhawk Lake, a lake in central Eagan.

2. Alternative A2, a design alternative of I-35E that would pass to the east of Blackhawk Lake.

3. No-build, the alternative of not building I-35E.

Alternative A1 is the Selected Alternative.

STATE GOVERNMENT AND MULTI-STATE RESPONSIBILITIES

There will be no impact on state government as a result of any controls associated with the implementation of the Proposed Action. The Proposed Action would have no impact on adjacent states or on any multi-state responsibilities.

SUMMARY OF BENEFICIAL AND ADVERSE ENVIRONMENTAL IMPACTS

I-35E will:

1. provide a more safe and more efficient transportation link than that which now exists.

2. help in the implementation of goals expressed in the comprehensive plans of all communities directly involved.

3. aid in the implementation of metropolitan goals and planning, especially in northwestern Dakota County.

4. displace 20 existing homes and 250 acres of farm lands.

5. remove 28 acres of wetland, 275 acres of deciduous trees, and several hundred acres of wildlife habitat.

6. increase the rate of urbanization of northern Dakota County and especially of the Cities of Apple Valley, Burnsville, Eagan, and Mendota Heights.

7. disrupt the ecosystem of Blackhawk Lake.

COMMENTS ON THIS ENVIRONMENTAL STATEMENT HAVE BEEN REQUESTED FROM THE FOLLOWING AGENCIES AND PUBLIC GROUPS:

*U.S. Department of Agriculture
*U.S. Department of the Army
Corps of Engineers, St. Paul District
U.S. Department of Housing and Urban Development
*U.S. Department of Interior
*U.S. Department of Transportation
Second Coast Guard District
Federal Railroad Administration
Federal Aviation Administration
Urban Mass Transportation Administration
*Advisory Council on Historic Preservation
Council on Environmental Quality
*Environmental Protection Agency
Federal Energy Administration
Minnesota Department of Aeronautics
Minnesota Department of Economic Development
Minnesota Environmental Quality Board
Minnesota Historical Society
*Minnesota Department of Natural Resources
*Minnesota Pollution Control Agency
*Minnesota State Planning Agency
*Metropolitan Council (A-95 Clearinghouse)
Metropolitan Transit Commission
Metropolitan Airport Commission
*Metropolitan Waste Control Commission
*Dakota County
*City of Apple Valley
City of Burnsville
*City of Eagan
City of Mendota Heights

*These agencies commented on the Draft EIS.
Comments on the Draft are in Section VII, page 105

CEQ: The Draft EIS was mailed to the Council on Environmental Quality on June 21, 1976 and a period of 45 days from that date was established for review and comment.

CHANGE SHEET

Listed below are the modifications made to the Draft Environmental Impact Statement and incorporated in the Final Environmental Impact Statement.

PAGE	MODIFICATION
Cover	Changed from Draft to Final and reflected transition to the Minnesota Department of Transportation NOTE: The text retains the term "State Highway Department"
i	Reflects new signers and Final EIS instead of Draft EIS
iii	Revised Table of Contents
v	Revised List of Exhibits and Tables
viii	Added impacts to Blackhawk Lake
	Added Comments Statement
ix	Added Change Sheet
3	Removed bottom key from Exhibit 1
7	Removed bottom key from Exhibit 4
9	Revised Road Classification on TH 110 and TH 55
11	Corrected error in printing alignment
12	Corrected error on Exhibit 7
15	Added More Industrial Lands to Exhibit 8
19	Removed bottom key from Exhibit 10
24	Revised Text - Added Selected Alternative Statement Added Table 2A on Comparison of Impacts
26	Revised Text on Alternatives
29	Removed bottom key from exhibit
31	Clarified Geographic Borders on Exhibit 13
34	Added I-35E Logo to Exhibit 15
37	Deleted Paragraph Six
	Corrected Text on Ground Water Recharge

PAGE	MODIFICATION
38	Deleted Paragraph Four
	Added Impacts to Blackhawk Lake
40	Revised Text on Rogers Lake Study
41	Revised Text on Erosion - Sedimentation
	Added Table 5A on Salt Concentrations
43	Revised Text on Section 404 Permit
50	Added Exhibit and Page Numbers to Table 7
51	Revised Text on Highway kills of Animals
56	Revised Text on Air Quality
57	Revised Footnote Numbers on Table 9
58	Revised Note on Table 11
60	Added Note to Table 12
61	Added Construction Noise Impacts
	Revised Efforts to Minimize Harm
68	Deleted Specific Location of Archeological Sites on Table 13
83	Revised text on sidewalks
89	Added More Industrial Lands to Exhibit 26
98	Revised Text on Vegetation and Wildlife
	Added Text on Noise Impacts
100	Revised Text on Short Term Impacts
105	Changed Appendix A to Page 191
	Added Section VII
107	Changed Appendix B to page 197 (now Appendix C)
195	Added Appendix B on Noise Mitigation Measures

SECTION I

INTRODUCTION

THE FEDERAL ACTION

The proposed Federal Highway Administration (FHWA) action is the participation with Federal-aid Interstate Funds in the construction of a 13-mile section of freeway designated as I-35E. The highway section under consideration would extend from a partially completed interchange with I-35 in Burnsville to an existing interchange with Trunk Highway (TH) 110 in Mendota Heights. TH 110 is the major east-west highway of the suburban area south of St. Paul. It is a major traffic generator with a current daily traffic volume of 25,000 vehicles.

DESCRIPTION OF THE PROPOSED ACTION

Location

The Proposed Action is wholly within the cities of Apple Valley, Burnsville, Eagan, and Mendota Heights, all developing suburbs of the St. Paul-Minneapolis Metropolitan Area.

It would be a complete access controlled freeway with service to adjacent areas, streets, and highways only at interchanges. Interchanges are proposed (from south to north) at I-35W, County State Aid Highway (CSAH) 42, County Road (CR) 11, CSAH 23 (future TH 36), CSAH 32 (Cliff Road), CSAH 30, CSAH 31 (Pilot Knob Road), CR 28 (Yankee Doodle Road), CSAH 26 (Lone Oak Road), I-494, and TH 110.

Blackhawk Road, 138th Street, Deerwood Drive, Mendota Heights Road, and Wagon Wheel Trail would bridge over the Proposed Action, but would not have access to it.

Design Features

From I-35W to CSAH 23, the Proposed Action would be a basic four-lane freeway. From CSAH 23 to TH 110, it would be a six-lane freeway. The rural design would include a depressed grass-covered median to separate the roadways. The average right of way width would be 300 feet (exclusive of interchanges).

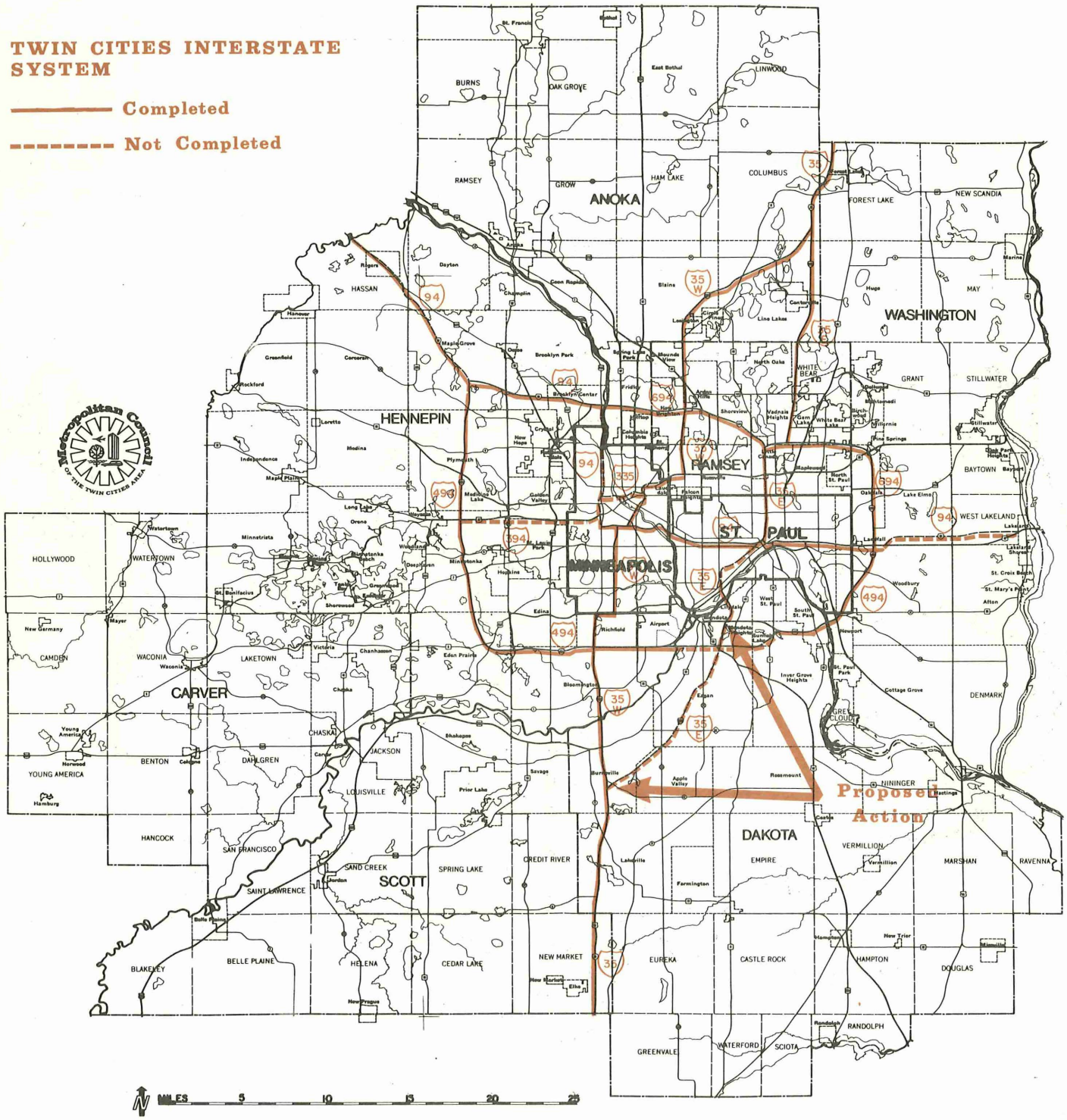
Design Criteria

The design speed would be 70 miles per hour. The maximum percentage of grade would be 3 percent and the maximum curvature would be 3 degrees.

Estimated Traffic

Traffic forecasts indicate that by the year 2000, the Proposed Action would carry from 25,000 vehicles per day near its southern terminus up to 100,000 vehicles per day just south of its junction with I-494.

EXHIBIT 1



TWIN CITIES METROPOLITAN AREA

Transportation Planning

The impetus for the planning of the Proposed Action was a Congressional directive to the Bureau of Public Roads (now Federal Highway Administration) to plan and construct, in cooperation with the State Highway Departments, a national system of interstate highways. The Federal Highway Act of 1956 "declared it to be essential to the National interest to provide for early completion of Interstate Highways as authorized and designated in the Federal Aid Highway Act of 1944."

Although the early need for the Interstate System emphasized national defense, I-35E has taken on an important role in the transportation planning of the local communities, the region, and the state.

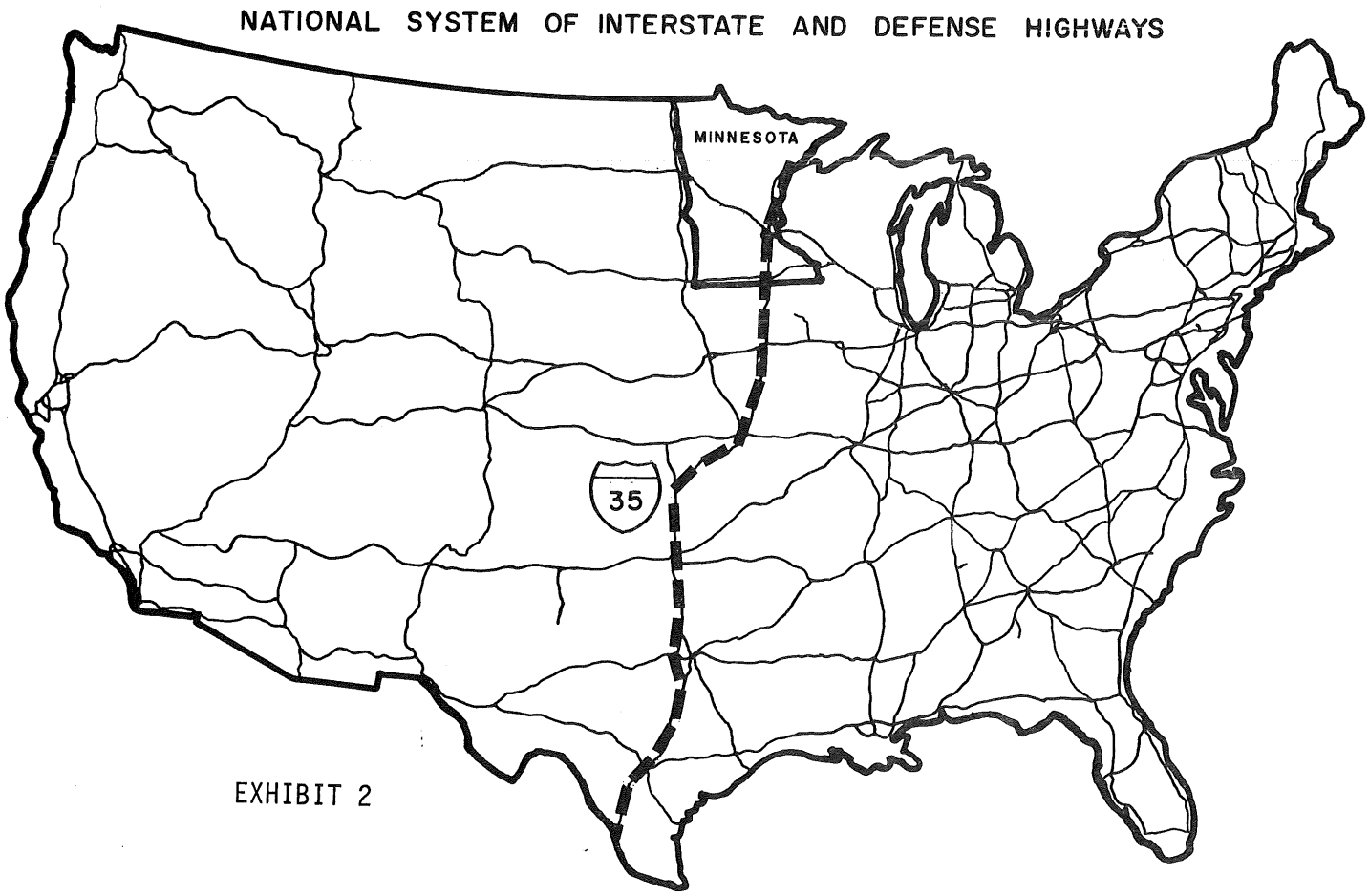


EXHIBIT 2

National

The National System of Interstate and Defense Highways is nearing completion. When completed, it will connect 90 percent of the nation's cities with populations of 50,000 or more. It will serve over 50 percent of the nation's urban and rural population. The system will comprise about 1.2 percent of the total mileage of all streets and highways in the United States, but will carry 20 percent of all the traffic.

I-35 from Texas to Duluth, Minnesota is nearing completion. The 13 miles of this proposal and five miles in St. Paul are the only designated sections of I-35 which are not constructed between the southern Iowa border and Duluth.

I-35 is an important link in interstate movement of people, agricultural products, livestock, commercial and industrial goods, and recreational and tourist traffic.

State

The State Highway Department developed a "Backbone System"[1] of state highway routes in 1972 as a planning tool to establish priorities for future state highway needs. The 30 year program was based on a financially realistic comparison of need versus the funding ability of the State.

EXHIBIT 3

[1] A Backbone Concept For Development of Minnesota Trunk Highways, Minnesota Highway Department, July 1972.

The basic criteria used to determine the priority of the state routes was their ability to:

1. Promote outstate economic development;
2. Satisfy travel demands on major recreational routes;
3. Serve the maximum number of highway users.

In the Twin Cities metropolitan area, the backbone system was based on data developed through the Transportation Planning Program, a cooperative effort of the Minnesota Highway Department, Metropolitan Council (MC)[1], Metropolitan Transit Commission (MTC)[2], the seven counties, and the municipalities.

The Proposed Action is an integral part of the State Backbone System.

Metropolitan

The purpose of the Interstate System is to not only improve cross country movement, but also to improve movement within cities. In the Metropolitan Area, the planning envisioned serving both central cities of Minneapolis and St. Paul. Thus, I-35 was split into two routes: I-35W to serve Minneapolis and I-35E to serve St. Paul. The balancing of transportation between the two halves of the Metropolitan Area is an important factor in the implementation of MC growth policies.

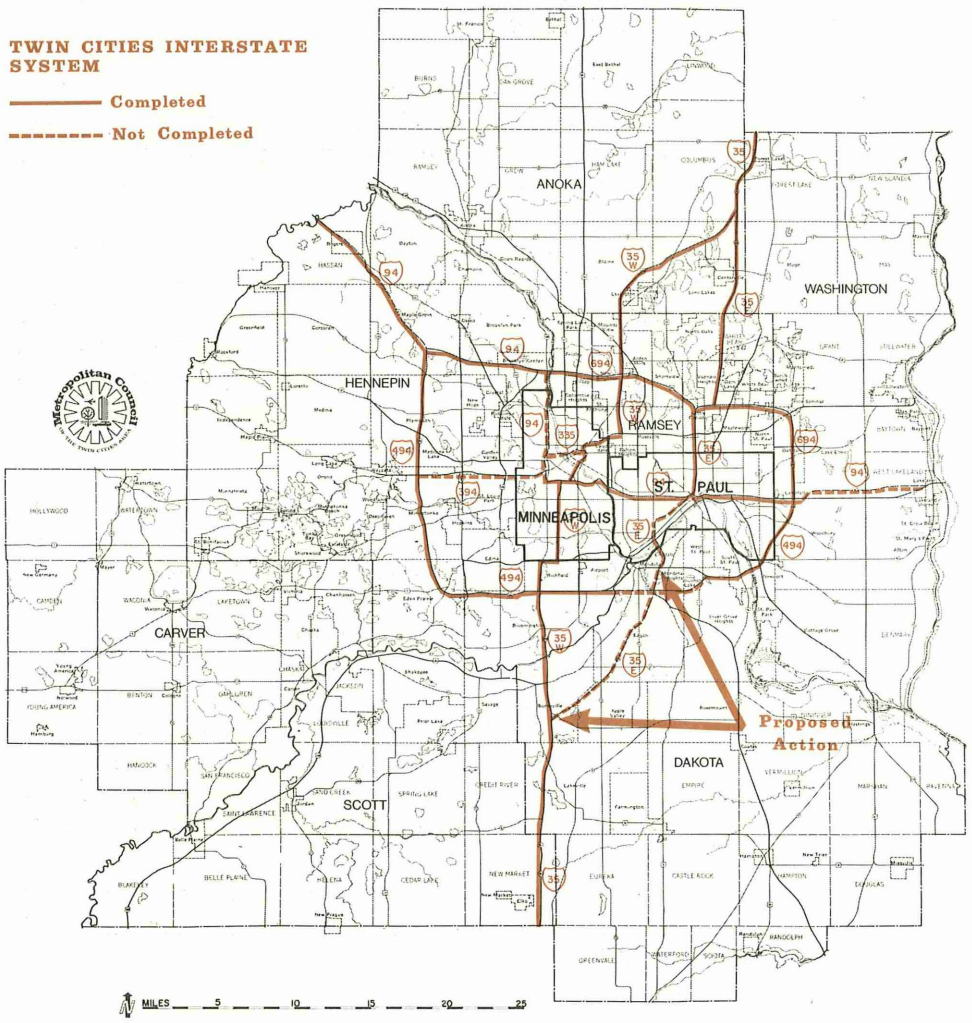
The Proposed Action is consistent with the Metropolitan Council Principal Arterial Plan of the Transportation Chapter, Metropolitan Development Guide (MDG). The MDG is the comprehensive plan for the Minneapolis-St. Paul metropolitan area prepared and adopted by the Metropolitan Council.

---

[1] The MC, under the authority of the Minnesota Legislature, is the planning coordinator for the St. Paul-Minneapolis 7-county metro area. The Governor has designated it as the Metropolitan Planning Organization and as the Regional A-95 Clearing House. The MC also serves as the 3-C Planning Agency for the Metropolitan Area.

[2] The MTC, by authority from the Minnesota Legislature, has responsibilities to prepare a transportation development program to implement the policy plan of the Metropolitan Council. The MTC owns and operates the metropolitan transit system.

EXHIBIT 4



TWIN CITIES METROPOLITAN AREA

The 1975 Session of the Minnesota Legislature directed the Metropolitan Council, with the aid of the affected cities, to reevaluate the need for completion of the Interstate System in the seven county metropolitan area. The review included an analysis of the financial and social impacts of alternative Interstate routes or transit substitutes. The Council's final report to the Minnesota Legislature in January, 1976, urged the completion of the Proposed Action.

The Metropolitan Council proposes transit usage in the proposed corridor, consisting of express buses operating in mixed traffic. Busses are currently the most feasible transit alternative in the Twin City metropolitan area. The Proposed Action would allow preferential treatment for buses at interchanges.

Local

The thoroughfare plans of all of the affected communities and of Dakota County have concurred in the metropolitan need of a major arterial highway in the corridor of the Proposed Action. Comprehensive planning of the communities have further incorporated the corridor into their land-use development.

TH 13 has occasionally been mentioned as a location for the Proposed Action. In light of the many "parallel route" controversies throughout the nation, this is a valid local concern.

Regional, county, and local planning have continually emphasized the need for TH 13 as an important local access thoroughfare. The primary function of TH 13 is to fulfill adjacent land access needs and to serve the short trips. The primary function of the Proposed Action is to provide access only to major local roads and to serve the longer trips.

TH 13 currently fulfills both needs - the local access need and the through trip need. While it serves as the primary commuter route between the Study Area[1] and St. Paul, it also provides access at 30 street intersections, 23 commercial entrances, 23 residential entrances, and 16 other points. TH 13 serves a total of 92 access points between I-35W and TH 110. Between comparable termini, the Proposed Action would provide only a total of seven access points to local streets and freeway to freeway interchanges at I-35 and at I-494. No other access would be allowed.

Because of TH 13's role in local thoroughfare planning, it has not been considered a reasonable location for I-35E.

Relationship to Total Transportation Requirements

Exhibit 5 shows the relationship of the Proposed Action to the total transportation plans of the area. It also shows the relationship of the area's proposed highway transportation system to the Twin City International Airport.

The Proposed Action is one of several transportation projects in the area designed to fulfill the Metropolitan Council arterial plans. I-494 across northern Dakota County, I-35E in St. Paul, and the Proposed Action are the only segments of the Interstate system remaining to be completed in the southeast quadrant of the Metropolitan Area. Separate EIS's are being prepared for the I-494 and the St. Paul I-35E highway sections.

---

[1] The Study Area includes all of the cities of Apple Valley, Burnsville, Eagan, and Mendota Heights. For a further description, See page 30.

EXHIBIT 5

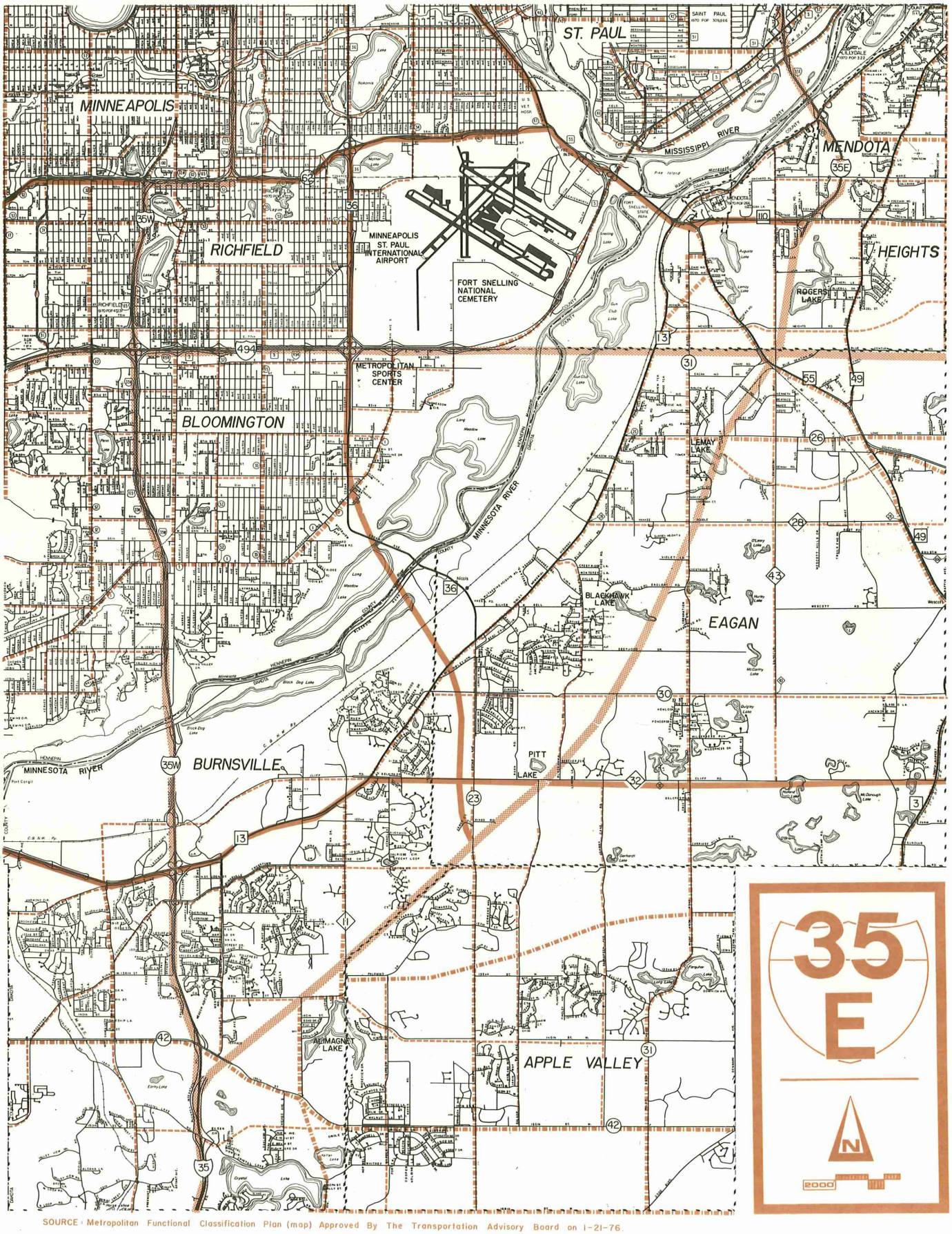
FUNCTIONAL CLASSIFICATION

Principal Arterial

Intermediate Arterial

Minor Arterial

Collectors



SOURCE: Metropolitan Functional Classification Plan (map) Approved By The Transportation Advisory Board on 1-21-76.

DEFICIENCIES OF EXISTING TRANSPORTATION SYSTEM

The original intent for the Proposed Action was not to replace an existing, deficient highway. Instead, as part of the Interstate Highway System, the Proposed Action is the result of a decision to add mileage to the original system to include various large cities across the nation and the resultant split of I-35 into an east leg and a west leg to accommodate both St. Paul and Minneapolis.

Capacity

The Study Area was largely rural during the early corridor development and existing routes were still adequately handling needs. Urban development began in the Study Area as the Metropolitan Area grew in the 1960's. Today, the I-35W and TH 36 river crossings, the east approach to the Mendota Bridge, and over 50 percent of TH 13 from I-35W to the Mendota Bridge are at or are near capacity (Level of Service[1] E or F).

The majority of the remaining routes are operating at a Level of Service C or better. A small portion of CR 43 (Lexington Ave.), just south of TH 110, and a portion of CSAH 23 (Cedar Ave.), from CSAH 32 to CSAH 38 (Palomino Drive), are operating at a Level of Service D.

Future Capacity Needs

Transportation projects are generally designed to handle traffic at a Level of Service C, 20 years beyond the completion date.

The Metropolitan Planning Section of the State Highway Department, therefore, estimated traffic volumes in the Study Area for the year 2000.[2] They based their estimates on the latest population, employment, and dwelling unit projections of the Metropolitan Council. The estimates considered vehicle occupancy, trips per person, and transit useage.

---

[1] The Level of Service is a measure of traffic congestion on a scale from A to F. Level of Service A represents free flow, little or no restrictions in maneuverability, and little or no delay. Level of Service F represents a forced flow and intolerable congestion. Levels B through D represent the transition between A and F. (Highway Capacity Manual, Highway Research Board Special Report 87, 1965, pp 78-87).

[2] Comprehensive Traffic Report, FAI-35E, System Planning and Analysis Report M-177, Minnesota Highway Department, April 1976. This report is available for review and copying upon request.

Exhibit 6 shows the year 2000 existing street network traffic forecast without the Proposed Action. A comparison of the year 2000 traffic volumes with the year 1974 traffic volumes shows a substantial increase for the major north-south roads. Even with the planned upgrading of the north-south roads, the level of service for TH 13 and CSAH 31 (Pilot Knob Road) will probably reach Level F before year 2000.

EXHIBIT 6

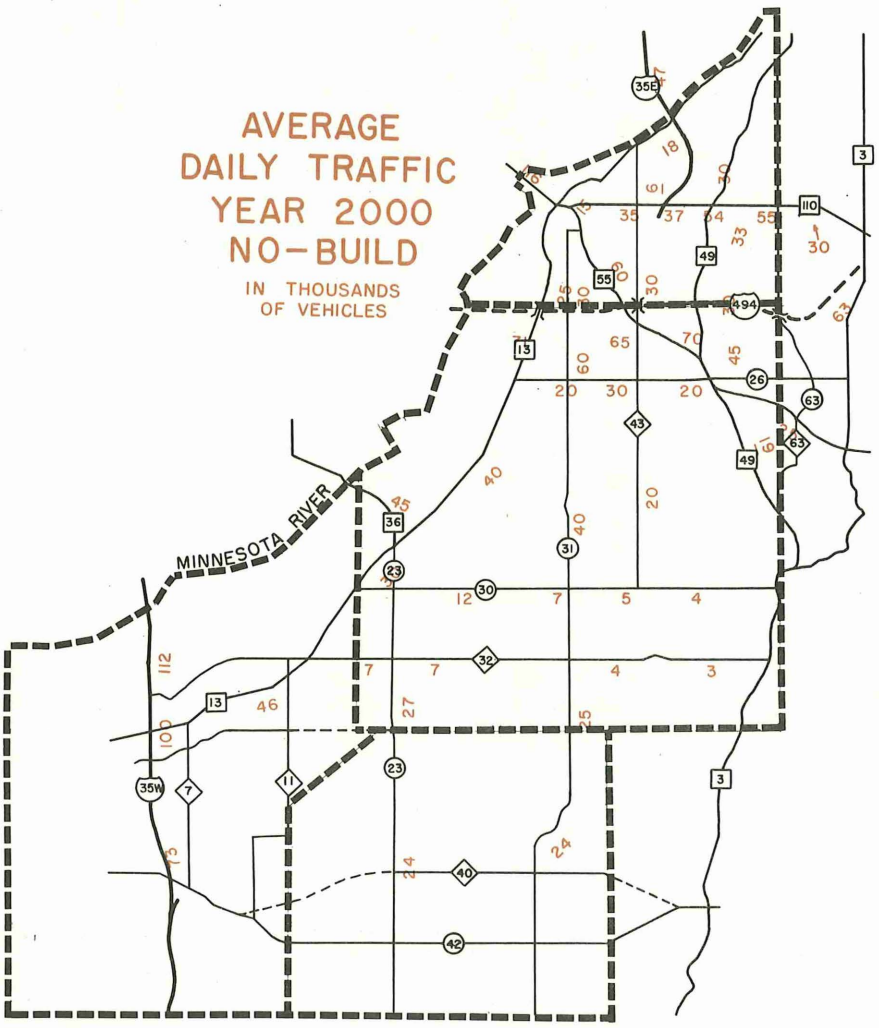
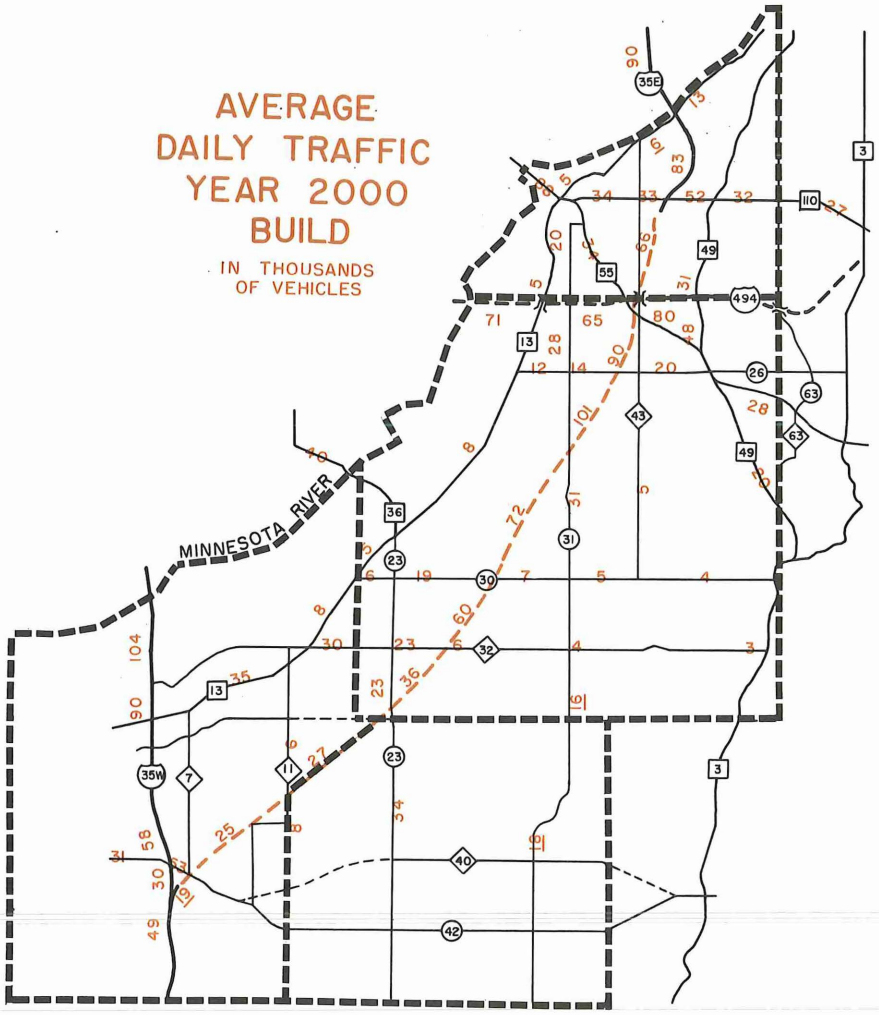


Exhibit 7 shows the distribution of year 2000 forecasted traffic if the Proposed Action is added to the existing transportation network. A result of redistributing traffic would be the improvement of levels of service on almost all of the Study Area roads. An exception would be the drop to Level of Service E on CSAH 23, from CSAH 38 to the proposed corridor. The year 2000 level of service along the Proposed Action would be B or better, from the 35W junction to CSAH 30. North of CSAH 30 to TH 110 it would be in the Level of Service C to E range.

EXHIBIT 7



Safety

Although the Proposed Action was not originally intended to replace an existing deficient highway, delays in implementing the proposal have resulted in the overtaxing of TH 13's ability to move traffic safely. TH 13 carries the bulk of the traffic which would be carried by the Proposed Action.

INTERSECTION ACCIDENT RATES
(1972-1974 THREE YEAR AVERAGES)

T.H.	INTERSECTION	AVERAGE DAILY APPROACH VOLUMES	ACCIDENTS PER YEAR	ACCIDENT RATE (ACC/MILLION APPROACH VEH.)
13	NICOLLET AVE	20,000	23	3.1
13	12th AVE / PARKWOOD	16,200	25	4.2
13	C.S.A.H. 32 (CLIFF RD)	22,000	37	4.7
13	CO. RD. 28 (YANKEE DOODLE)	18,300	14	2.1
13	TH 55	46,000	73	4.4
AVERAGE OF 20 HIGHEST VOLUME SIGNALIZED EXPRESSWAY INTER— SECTIONS (ST. PAUL METRO AREA)		23,800	17	1.9

TABLE 1

Table 1 compares the accident rate relationship of several TH 13 interesections to the average of the 20 highest volume, signalized, expressway intersections in the St. Paul metropolitan area. The TH 13 intersection accident rates are significantly higher than the area average. Only three of the 20 intersections had accident rates over 3.0.

Future Safety Expectations

A national study found that accident, injury, and fatality rates on Interstate Highways are between 30 and 76 percent of the comparable rates on conventional highways, before the Interstates were opened to traffic.[1] The experience of freeway design in the St. Paul metropolitan area substantiates these statistics.

Table 2 shows that freeway accident rates in the St. Paul metropolitan area are substantially lower than the conventional highway accident rates. While highway planners cannot forecast future accident rates, the redistribution of traffic to the Proposed Action should effectively reduce accidents.

TABLE 2

ST. PAUL METRO AREA
AVERAGE ACCIDENT RATES
PER ONE MILLION VEHICLE MILES

ROAD TYPE	ACCIDENT RATE	SEVERITY RATE[1.]
2 LANE RURAL	2.56	5.62
2 LANE URBAN	5.91	10.82
4 LANE RURAL	2.24	4.81
4 LANE URBAN	5.01	9.95
FREEWAY (Urban & Rural)	1.96	3.49

1. SEVERITY RATE: Standard rate adjusted for severity by applying weighted factors for property damaged, personal injury and fatalities.

Cedar Avenue (TH 36 and CSAH 23) also has a high accident rate. A separate Environmental Impact Statement for TH 36, Report No. FHWA-Mn-EIS-74-4-F, filed with the Council on Environmental Quality on March 31, 1976 discusses the proposed upgrading of the Cedar Avenue corridor.

---

[1] Interstate System Accident Research Study #1, U.S. Department of Transportation, FHWA.

Comprehensive land use planning is an ongoing objective of all of the Study Area communities. Dakota County is also applying land use planning on a more generalized county level, and the Metropolitan Council (MC) maintains and continuously updates a comprehensive development guide to help shape growth on the metropolitan level. The Metropolitan Council processes the community and county plans to ensure their compatability with each other and their consistency with regional planning. Legislation in 1976 gave the MC the authority to enforce mandatory comprehensive planning by all communities in the 7-county metropolitan area.

Existing Land Use

Some of the recent growth (within the last 5 to 10 years) may be a reflection of comprehensive development plans. Much of the existing land use in the Study Area, however, developed prior to comprehensive land use development guides.

The map on the facing page shows the existing land uses.

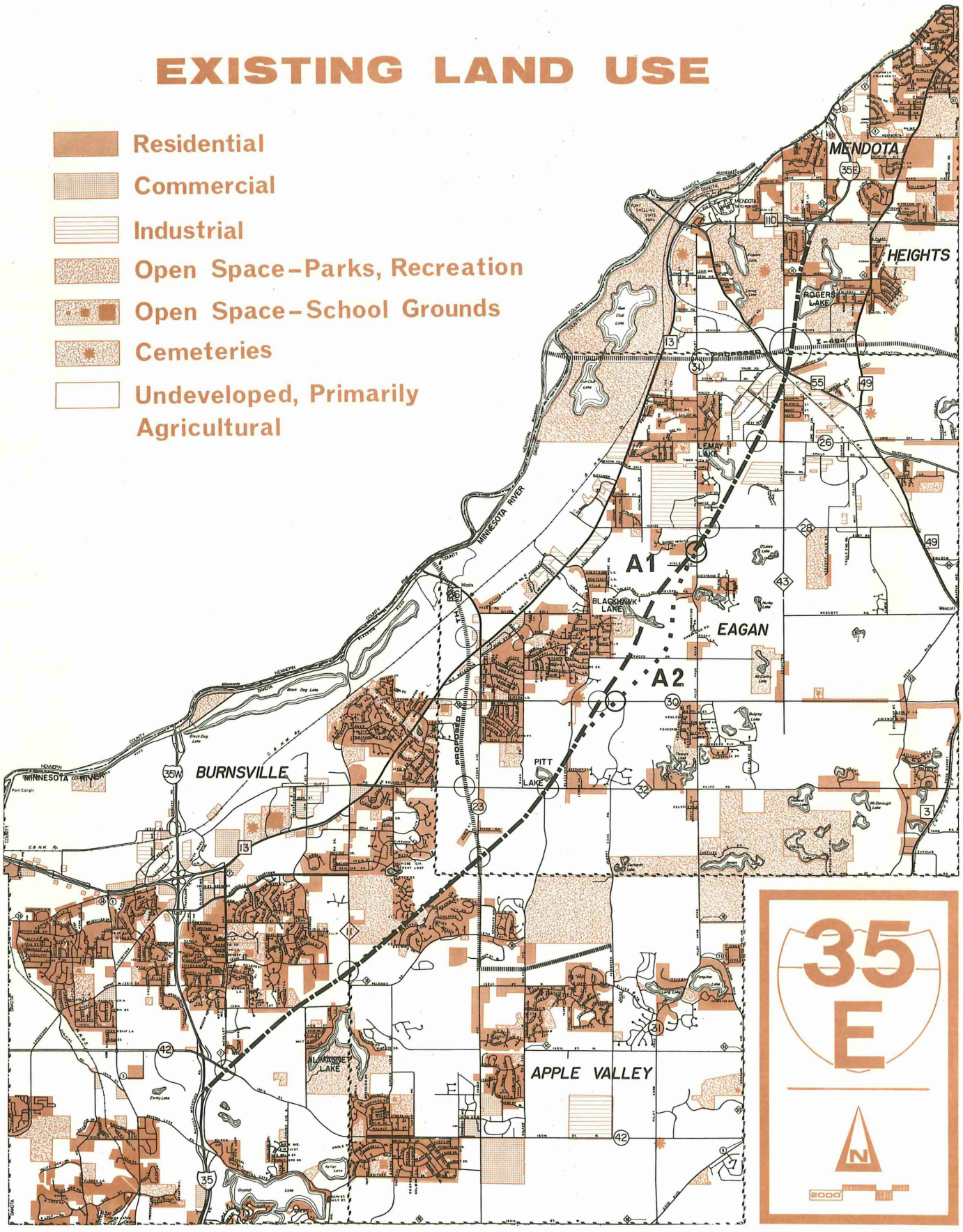
All of the Study Area communities have made and are continuing to make a concerted effort to restrict development in the proposed corridor since the location public hearing in 1959. The impact of displacement of existing development by the proposal is minimal because of this effort.

Land use that the Proposed Action would require is over 75 percent agricultural and open grasslands. The second highest required land use is public roads. The predominance of these two land uses is an indicator of the undeveloped nature of the corridor.

Some of the agricultural land in the study area is actively farmed; much of it is lying idle. In either case, most of it appears to be held in the anticipation of urban development.

Although not directly in the path of the Proposed Action, the most significant developed land use adjacent to the proposal would be the residential developments of Palomino Hills in Apple Valley and Ville du Parc in Burnsville. The Proposed Action would pass between the two residential areas and would impact them with noise and visual intrusion. Detailed impact evaluations are in Section III.

Developers platted both residential areas with knowledge of the proposed freeway corridor location.


EXISTING LAND USE
Residential
Commercial
Industrial
Open Space-Parks, Recreation
Open Space-School Grounds
Cemeteries
Undeveloped, Primarily Agricultural
MENDOTA HEIGHTS
EAGAN
BURNSVILLE
APPLE VALLEY
A1
A2
PROPOSED
MINNESOTA RIVER
BLACKHAWK LAKE
ROGERS LAKE
EMAY LAKE
PITT LAKE
ALIMAGNET LAKE
35E
2000

Local Comprehensive Planning

Compatability between the proposed freeway corridor and adjacent land use is an important concern of all Study Area communities since the development of their comprehensive plans.

Mendota Heights was the first Study Area community with an official comprehensive plan. Their plan, completed in 1957, was instrumental in helping to establish the location of I-35E from the Mississippi River to TH 55. Mendota Heights has not developed an updated comprehensive plan although it has kept current its thoroughfare and open space plans which have been used during the development of this action.

Burnsville prepared a comprehensive plan in 1965 and has been following it quite closely as is reflected in the existing land use. The largest single proposed land use adjacent to the Proposed Action is residential. To date, the land adjacent to the Proposed Action is generally undeveloped.

Apple Valley completed a comprehensive land use plan in 1972, and Eagan completed its plan in 1974. Both plans recommend the bulk of their undeveloped lands to be residential. Apple Valley proposes a large tract of industrial land near its center and Eagan has a very large industrial park in its northern third.

Compatibility

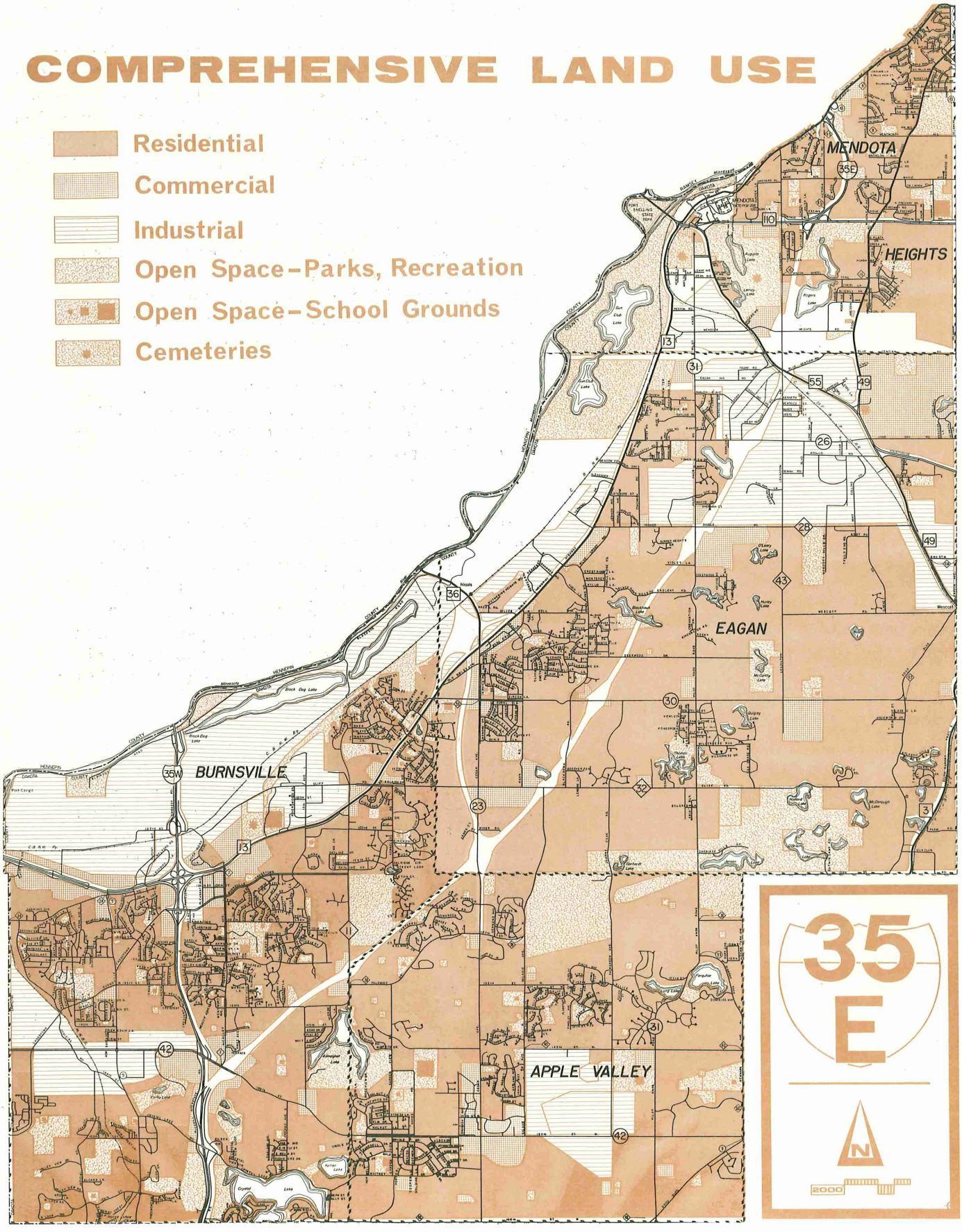
While residential land use is often considered incompatible with freeways, the developers of all of the Study Area comprehensive plans recommended a considerable amount of residential use adjacent to the Proposed Action.

The Burnsville plan specifically discourages only strip commercial and industrial land use along major thoroughfares. The Eagan plan, however, discourages single family dwellings adjacent to the Proposed Action and recommends only medium and high density residential development.

Regardless of residential type, proper planning of the future residential property is the responsibility of the developer and the community to ensure minimal impact. The State Highway Department reviews proposed plats adjacent to highway rights of way and comments on their compatibility.

The noise levels predicted by the State Highway Department for the Proposed Action will also be provided to the Study Area municipalities to make them aware of the future noise impacts to currently undeveloped properties. The municipalities can use this information to plan development adjacent to the corridor.

COMPREHENSIVE LAND USE



Regional Comprehensive Planning

The Metropolitan Council of the Twin Cities Metropolitan Area is responsible for the control of growth on the metropolitan level. The Development Framework Chapter of the Council's Metropolitan Development Guide serves as a guide to the local units of government on decisions affecting metropolitan systems and regional development.

The Development Framework Chapter defines the Urban Service Area as that portion of the Metropolitan Area in which governmental agencies should support urban development and redevelopment. The Metropolitan Council's long range planning indicates that expansion of the Urban Service Limit should involve the following areas:

Existing Urban Service Area -- This portion of the Metropolitan Area has metropolitan sewer service available, has good highway access, transit service, and most municipal services. Development and redevelopment in this well-serviced area are of high priority.

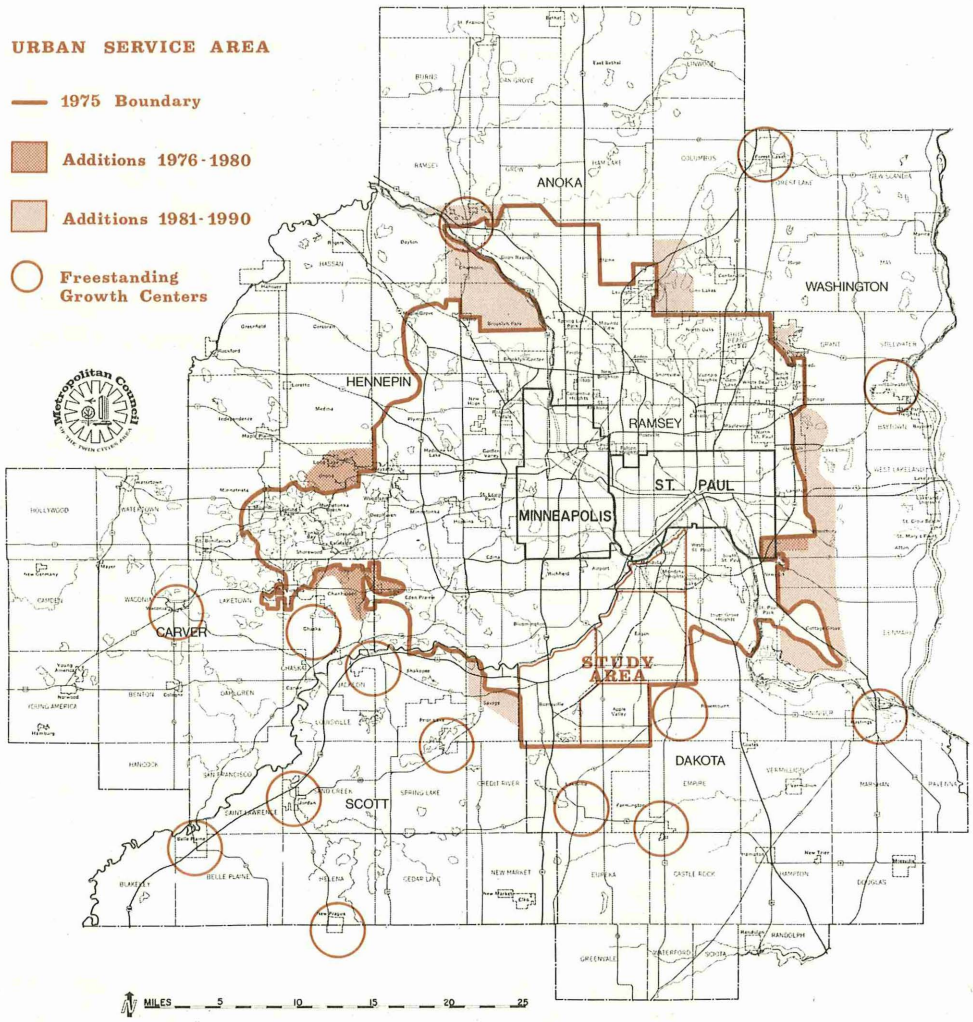
Additions to the Urban Service Area, 1975-1980 -- These areas are planned to receive metropolitan system improvements, particularly transportation and sewer service, during the latter half of the decade.

Additions to the Urban Service Area, 1980-1990 -- These areas are contiguous to the built-up area and are the next logical place for urban development to take place. They will require investment in metropolitan sewer and transit service and highway facilities as well as substantial investments in municipal and school district facilities and services.

Freestanding Growth Centers -- These are small cities that have been designated as growth centers so that metropolitan investments can be concentrated in a limited number of rural centers that can potentially absorb urban growth. These small cities offer a living alternative to traditional large city and suburban living as well as to scattered housing tracts in rural areas.

Exhibit 10 shows the service areas as they relate to the Study Area. All of the Study Area is located within the Existing Urban Service Area. It is therefore a high priority development area recommended for urban growth by the Metropolitan Council.

EXHIBIT 10



TWIN CITIES METROPOLITAN AREA

The Study Area is one of the least developed areas still in proximity to the central cities of St. Paul and Minneapolis. One reason for the slow growth is attributed to inadequate transportation. Transportation facilities will be improved considerable over the next several years, and the Proposed Action is one of several proposed projects.

The Metropolitan Council has endorsed the completion of I-35E as consistant with Metropolitan Comprehensive Planning.

For a more comprehensive discussion of purpose and need of the Proposed Action and the analysis of land use planning, see Transportation Planning Report For I-35E in Dakota County, Minnesota Highway Department, April 1976.

The Purpose and Needs section discusses the National history of the Interstate System as it relates to I-35. Once the decision to include routes through the urban centers of St. Paul and Minneapolis was made at the national level, the specific locations for the new routes became primarily a local matter.

The State Highway Department established the location for I-35E from TH 110 to West 7th Street in St. Paul after a public hearing in December, 1958. This section opened to traffic in 1966.

Location Public Hearing

The location public hearing for the Proposed Action was in Burnsville on August 24, 1959. The alternates to Layout #1 shown in Exhibit II were presented.

The Bureau of Public Roads (BPR-now, FHWA) approved Alternate 2 in January 1960. Alternate 2 is basically the Proposed Action as described on page 2. Extensive urbanization since 1960 has eliminated Alternates 1 and 3 of Layout #1 from consideration as reasonable alternatives to the Proposed Action.

The portion of the Proposed Action from CSAH 26 (just south of proposed I-494) to TH 110 was designed concurrently with I-494. FHWA authorized right of way acquisition for this portion in 1965, and it was completed in 1969.

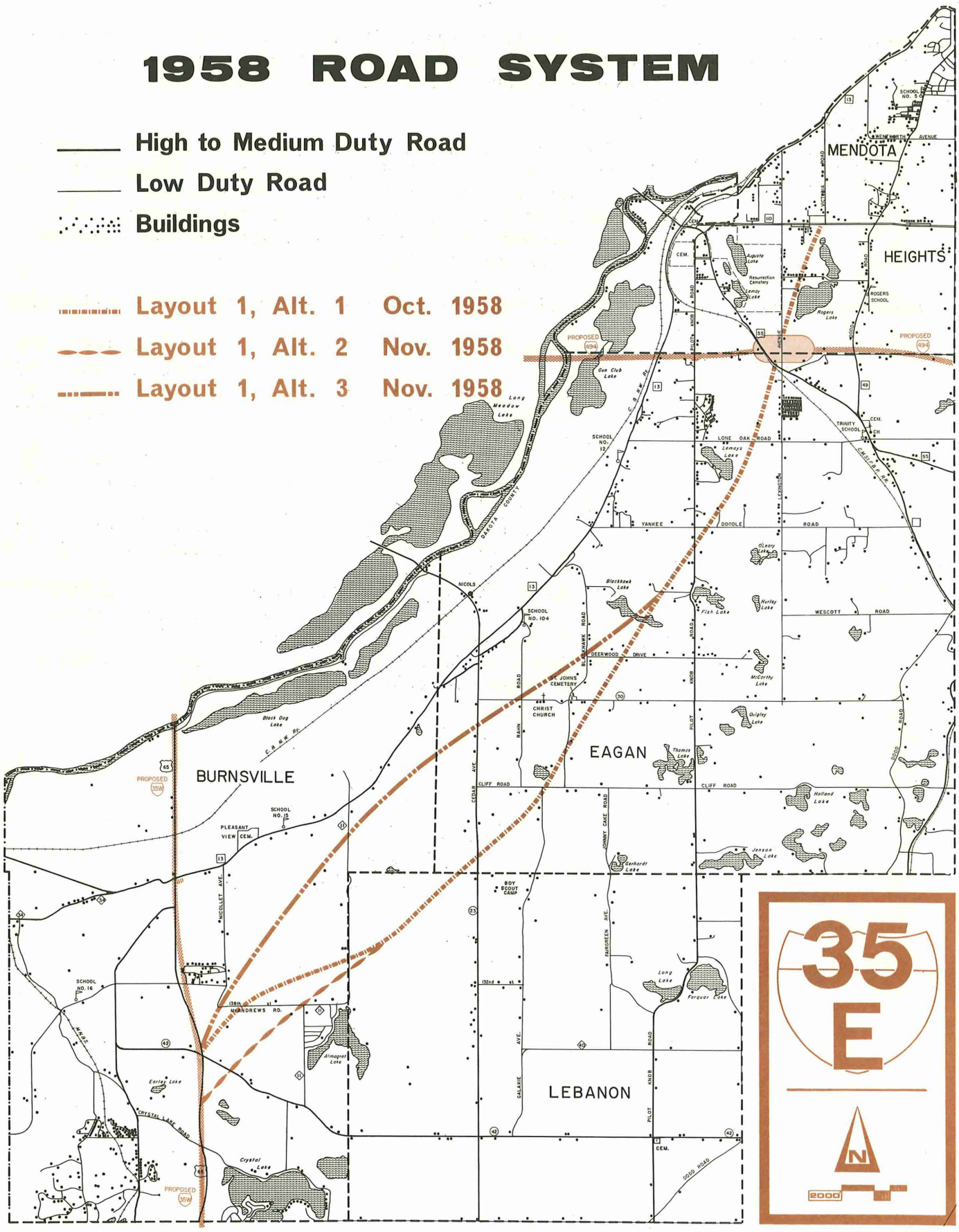
Design Public Hearing

A public hearing to discuss design features for the portion of I-35E from I-35 to CSAH 26 was held on April 8, 1970, at Metcalf Junior High School in Burnsville.

Study Documentation

The FHWA received a Design Study Report for the west portion, from I-35 to Cedar, in July 1971. They approved the study report in November 1971. The FHWA also received an environmental re-evaluation from the State Highway Department. The FHWA approved it in August 1971. Right of way acquisition started immediately after receiving all approvals.

The FHWA received a combined Design Study Report and environmental re-evaluation for the portion from Cedar Avenue to CSAH 26 in December 1971. They withheld approval, however, and since the entire uncompleted highway section had not advanced to the grading and drainage stage, they determined that a full environmental Impact Statement was necessary to comply with the National Environmental Policy Act of 1970.


1958 ROAD SYSTEM
High to Medium Duty Road
Low Duty Road
Buildings
Layout 1, Alt. 1 Oct. 1958
Layout 1, Alt. 2 Nov. 1958
Layout 1, Alt. 3 Nov. 1958
MENDOTA
HEIGHTS
EAGAN
BURNSVILLE
LEBANON
PROPOSED 494
PROPOSED 35W
NICOLS
YANKEE DOODLE ROAD
WESCOTT ROAD
CLIFF ROAD
LONE OAK ROAD
DEERWOOD DRIVE
ST JOHNS CEMETERY
CHRIST CHURCH
BOY SCOUT CAMP
PLEASANT VIEW CEM.
SCHOOL NO. 104
SCHOOL NO. 15
SCHOOL NO. 16
SCHOOL NO. 10
TRINITY SCHOOL
ROGERS SCHOOL
McANDREWS RD.
CRYSTAL LAKE ROAD
DODD ROAD
Long Meadow Lake
Gun Club Lake
Augusta Lake
Lenoxy Lake
Rogers Lake
Blackhawk Lake
Fish Lake
Hurley Lake
McCarthy Lake
Quigley Lake
Thomas Lake
Holland Lake
Johnson Lake
Gerhardt Lake
Black Dog Lake
Long Lake
Forgour Lake
Almagoosa Lake
Crystal Lake
Eagle Lake
35E
N
2000

The FHWA and State Highway Department jointly started the Environmental Impact Statement for the portion of I-35E through Dakota County in September 1973.

Current Status

All detail design of the project halted when the environmental study began. Only preliminary corridor design, as necessary to aid the environmental analysis, continued.

The State Highway Department acquired only the right of way that the FHWA had authorized for purchase prior to August 1971, and it postponed the remainder. By December 31, 1975, 37 percent of the total right of way needed for the Proposed Action had been acquired at a cost of $3,250,000.

Future Activities

The following dates are estimates of future activities:

Location-Design Public Hearing	Third Quarter, 1976
Final EIS	Second Quarter, 1977
Design Study Report	Second Quarter, 1977
Resume R/W Acquisition	Third Quarter, 1977
Begin Construction	
a. TH 110 to Cedar	Third Quarter, 1980
b. Cedar to I-35	Third Quarter, 1977
Open to Traffic	
a. TH 110 to Cedar	Second Quarter, 1983
b. Cedar to I-35	Second Quarter, 1980

If the Action is approved as proposed, construction could start from I-35 to Cedar Avenue. All right of way is available for the Proposed Action along this section with the exception of the property necessary for a temporary connection to Cedar Avenue.

ALTERNATIVES

The Draft EIS considered three alternatives for providing a transportation corridor through the Study Area.

Alternative A1 (The Selected Alternative)

1) Alternative A1, a design alternative of the Proposed Action that would bridge Blackhawk Lake. The bridge would be a three span structure that would clear the normal high water by about 15 feet. The two piers would be within the normal high water area, but the distance between them would be enough to avoid interfering with boats on the lake.

Alternative A2

2) Alternative A2, a design alternative of the Proposed Action that would pass to the east of Blackhawk Lake.

No-build

3) No-build, the alternative of not building the Proposed Action.

The two build alternatives are identical except for an alignment deviation from CR 32 to the intersection of CR 28 and CR 31, a distance of approximately 3.5 miles. They would both include building an Interstate Freeway on new alignment through the Study Area.

The No-build Alternative would include maintaining the present highways by adding turn lanes, channelling structures, and traffic signals, by repairing shoulders, and by resurfacing roadways. These would be minimal improvements that would not change the basic character and would change only slightly the capacity of the existing highways.

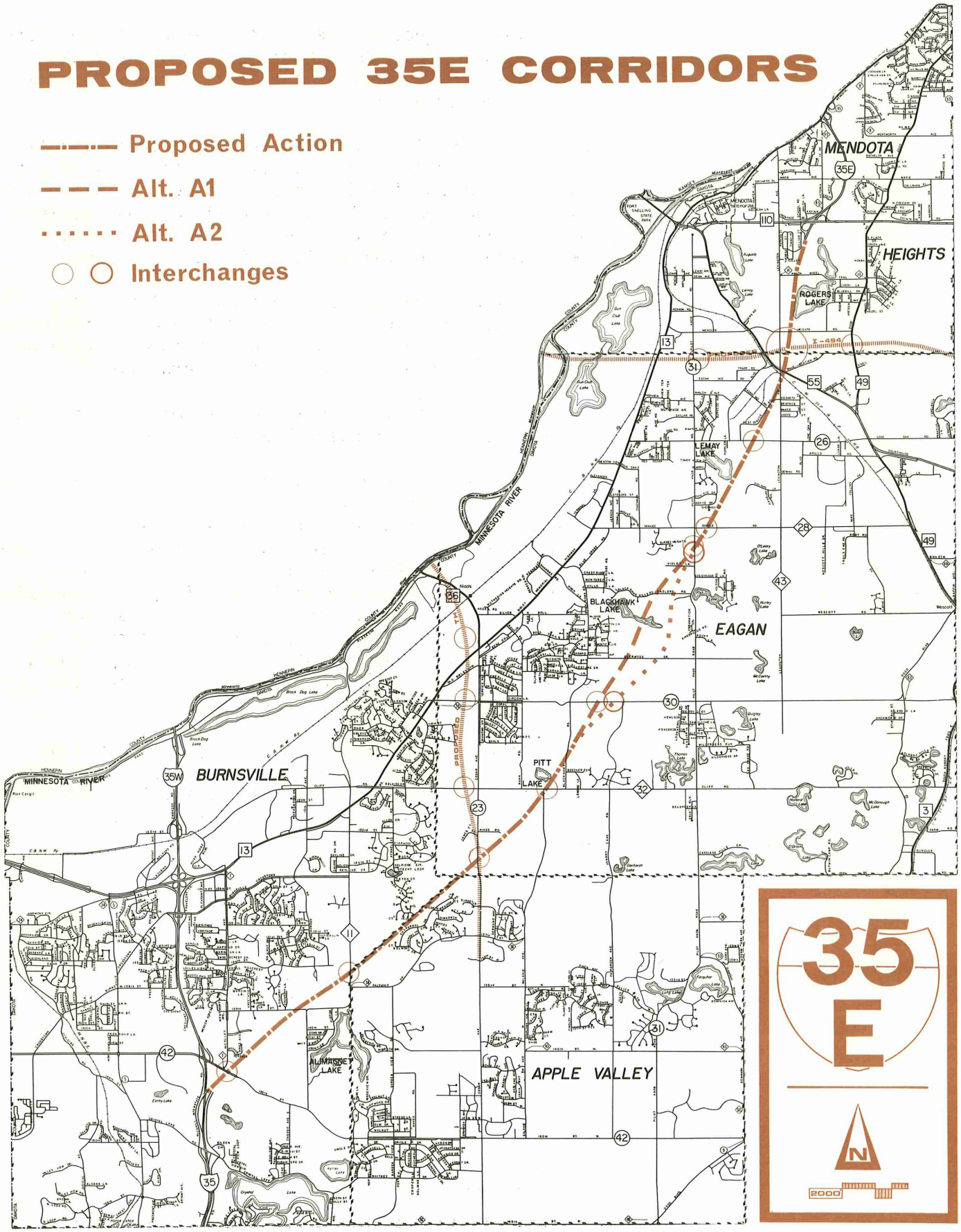
TABLE 2A A SUMMARY OF PHYSICAL IMPACTS BY ALTERNATE

	Alternate A1 (Acres)	Alternate A2 (Acres)
WETLANDS		
Type 2 Marsh	20	21
Type 3 Marsh	4	4
Type 4 Marsh	2	0
Type 5 Marsh	2	2
Fish Lakes	0	0
Total	28	27
VEGETATION		
Mixed-grasses	437	426
Agricultural	249	270
Mixed Oak	173	170
Mixed-hardwoods	104	88
Wetlands	28	27
Urbanized	143	156
Total	1134	1137
WILDLIFE HABITAT		
Very High	37	0
High	292	317
Medium	409	435
Low	343	331
Very Low	50	50
Total	1131	1133

HISTORICAL ARCHEOLOGICAL		No Impact
OPEN SPACE	Common Right of Way With Blackhawk Lake Park	No Impact

	Alternate 1		Alternate 2	
	Acres	Buildings	Acres	Buildings
EXISTING LAND USES DISPLACED BY THE PROPOSED ACTION				
Industrial	58	0	58	0
Commercial	3	0	3	0
Residential	78	20	84	25
Tax Exempt	31	0	31	0
Public Roads	100	0	105	0

NOISE IMPACTS	Alternate A1 Units with Noise Levels Exceeding				Alternate A2 Units with Noise Levels Exceeding			
	L_{10} 70 dBA		L_{10} 65 dBA		L_{10} 70 dBA		L_{10} 65 dBA	
	Without Abatement	With Abatement	Without Abatement	With Abatement	Without Abatement	With Abatement	Without Abatement	With Abatement
HOMES IMPACTED	58	7	168	22	58	7	163	17


PROPOSED 35E CORRIDORS
Proposed Action
Alt. A1
Alt. A2
Interchanges
MENDOTA
HEIGHTS
ROGERS LAKE
LEMAY LAKE
BLACKHAWK LAKE
EAGAN
PITT LAKE
BURNSVILLE
MINNESOTA RIVER
ALIMAISE LAKE
APPLE VALLEY
35E
N
2000

The Selected Alternative

Alternative A1 is the Selected Alternative to implement the Proposed Action.

The three alternatives were all under equal consideration. After the Public Hearing held on July 22, 1976, the Commissioner of the State Highway Department selected Alternative A1.

The selection of either alternative, Alternative A1 or Alternative A2, would be satisfactory from an engineering standpoint and either would be consistant with the regional (Metropolitan Council) land use desires for the area. Both could be designed to provide a safe freeway and both would cost about the same.

Alternative A1 was selected because of the strong local preference for it. That preference is reflected in the long history of land use planning and development that has been predicated on Alternative A1.

The local desires thus outweigh the negative environmental impacts of crossing Blackhawk Lake.

Transit

This statement does not consider any separate alternatives for mass transit. The Metropolitan Council's transportation plans do not include any separate mass transit facilities for this corridor.[1] The Council's plans for 1990 do include express busses in mixed traffic from I-35W to TH 36. They also include express busses in mixed traffic and metered ramps with special bus access from CSAH 23 (future TH 36) to St. Paul. The design of the freeway ramps would allow them to readily incorporate the future metering and special access ramps.

The Metropolitan Transit Commission, in a position paper to the Interstate Study Committee, stated that their plans include no more than busses in mixed traffic for the entire length of I-35E through Dakota County.[1]

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[1] Metropolitan Transportation Development Guide--Transportation Plan, April 10, 1975.

DESCRIPTION OF THE STUDY AREA AND PROBABLE IMPACTS OF THE PROPOSED ACTION

The purpose of this section is to inventory the significant environmental features and to describe the significant beneficial and detrimental environmental consequences of the Proposed Action.

The environmental inventory considers first the underlying physical features, then the overlying natural and ecologic features, and finally the social and economic elements of the human environment. The assessment includes both primary and secondary impacts.

The primary impacts are directly caused by the Proposed Action and are the disruptions to the environment within the specific corridor and immediately adjacent to it. The secondary impacts are the impacts to the surrounding region that the Proposed Action would stimulate or induce.

Most of the material in this section was obtained from comprehensive reports prepared by an interdisciplinary team of the State Highway Department. Each report has a reference near the end of its respective subsection. The reports are available for review at the Minnesota Highway Department District 9 Headquarters, 3485 Hadley Avenue No., North St. Paul. A complete list is in Appendix A.

Project Setting

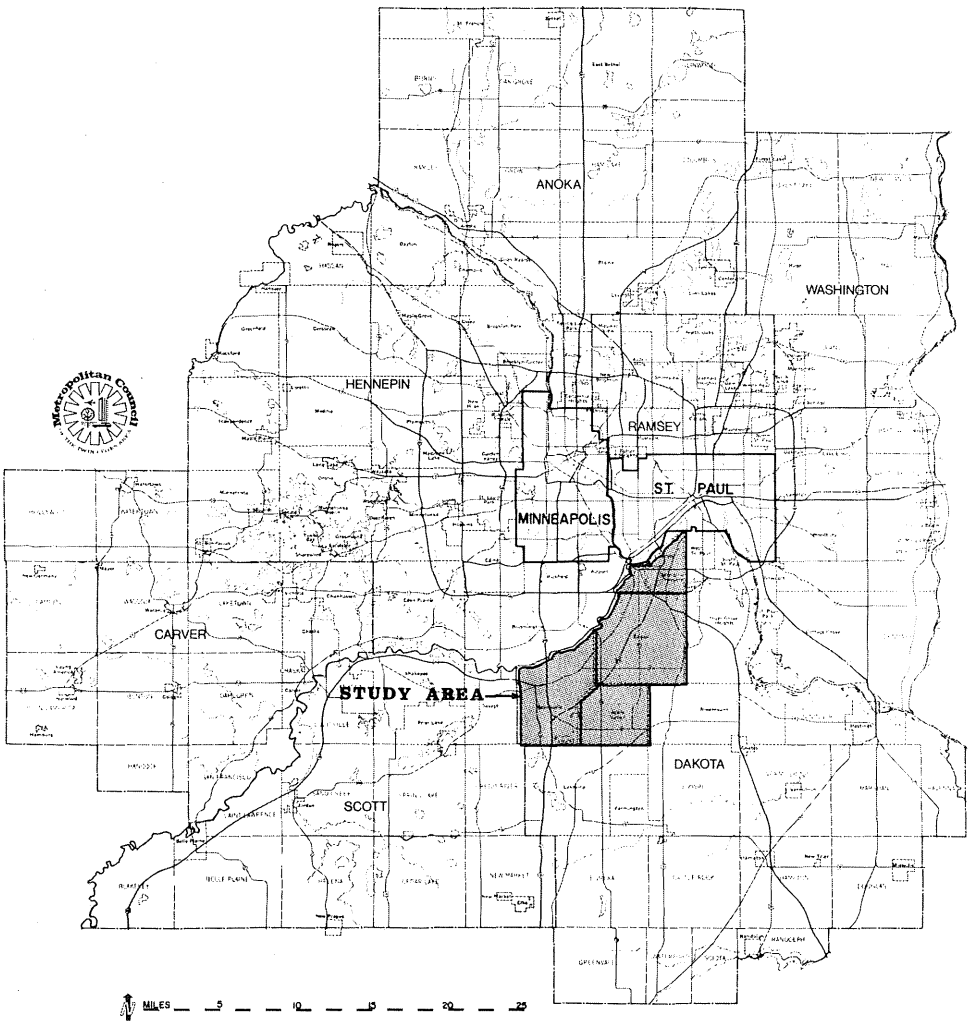
Regional

The St. Paul-Minneapolis Metropolitan Area is the principal population center of the state. It is the major banking, corporate, transportation, and cultural center, not only for Minnesota, but for the entire Upper Midwest area of Minnesota, North Dakota, South Dakota, northern Iowa, and western Wisconsin.

Between 1960 and 1970, the St. Paul-Minneapolis Metropolitan Area grew 23 percent. It was the third fastest growing of the 15 largest metropolitan areas in the United States. Dakota County, during the same time period, nearly doubled its population. The bulk of Dakota County's growth took place in the northwestern communities which the Proposed Action passes through.

The decision to implement the Proposed Action will have impacts on the entire metropolitan area and on the state.

Most of the primary and secondary impacts, however, would occur in a relatively confined geographic area surrounding the Proposed Action. The selection of a Study Area, therefore, was made to help quantify impacts by comparing the projects potential impacts on the chosen Study Area's natural, social, and economic make-up.



TWIN CITIES METROPOLITAN AREA

Study Area

The area chosen for detailed study of the project's impacts includes the whole of the four communities that the project passes through. The communities are Mendota Heights, Eagan, Apple Valley, and Burnsville.

The Minnesota and Mississippi Rivers form the northern boundary of the Study Area. This physical barrier separates the Study Area from the cities of St. Paul and Minneapolis and has acted as a deterrent to the growth of the area.

Historical population trends indicate that the Study Area did not begin a significant population gain until after 1950. From 1950 to 1960 all of the Study Area communities more than doubled their population. The entire Study Area population increased four-fold.

TABLE 3

HISTORICAL POPULATION GROWTH

AREA	1870	1920	1950	1960	1970	1975
APPLE VALLEY	216	361	377	5,143	8,502	15,315
BURNSVILLE	361	419	583	2,716	19,940	31,274
EAGAN	670	857	1,185	3,381	10,398	17,686
MENDOTA HEIGHTS	444	757	2,107	5,028	6,168	7,258
STUDY AREA TOTALS	1,691	2,394	4,252	16,268	45,008	71,533
METRO AREA TOTALS	109,340	759,518	1,185,694	1,523,956	1,874,380	2,031,000

SOURCE: U.S. BUREAU OF CENSUS

From 1960 to 1970, the Study Area population again grew 400 percent. The 1975 population estimate indicates that this growth trend is continuing.

TABLE 4

FUTURE POPULATION GROWTH

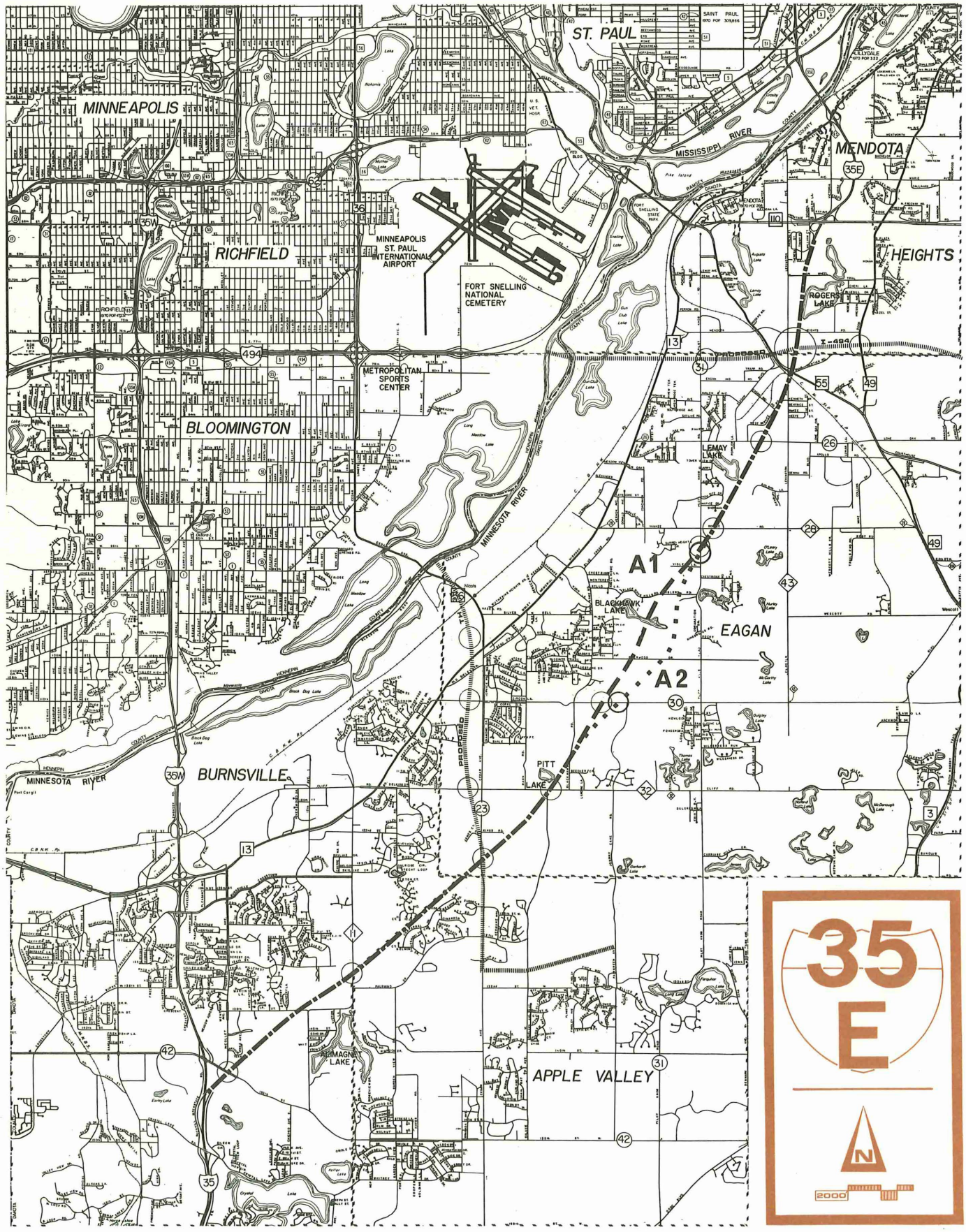
AREA	1970	1975	1980	1990	2000
APPLE VALLEY	8,502	15,315	22,750	39,650	55,000
BURNSVILLE	19,940	31,274	41,000	63,400	76,000
EAGAN	10,398	17,686	28,900	52,200	75,200
MENDOTA HEIGHTS	6,168	7,258	9,700	14,500	20,100
STUDY AREA TOTALS	45,008	71,533	101,305	169,750	226,300
METRO AREA TOTALS	1,874,380	2,031,000	2,195,000	2,560,000	2,888,000

SOURCE: METROPOLITAN COUNCIL ESTIMATES

STUDY AREA COMMUNITIES

MENDOTA HEIGHTS
EAGAN
APPLE VALLEY
BURNSVILLE

Municipal Boundary
County Boundary



GEOLOGY

Bedrock

At the base of the bedrock is a 5½ mile thick layer of volcanic rock. On top of the volcanic rock are several hundred feet of varying layers of sandstones, shales, and limestones. The layers vary from a few inches to over 100 feet thick (Exhibit 14).

The bedrock is a part of the metropolitan area syncline, a downfold or trough in the rock layers. The low point of this syncline is generally on an east-west line through the University of Minnesota, north of the Study Area. All of the rock layers in the Study Area downslope to the north at about 20 feet per mile.

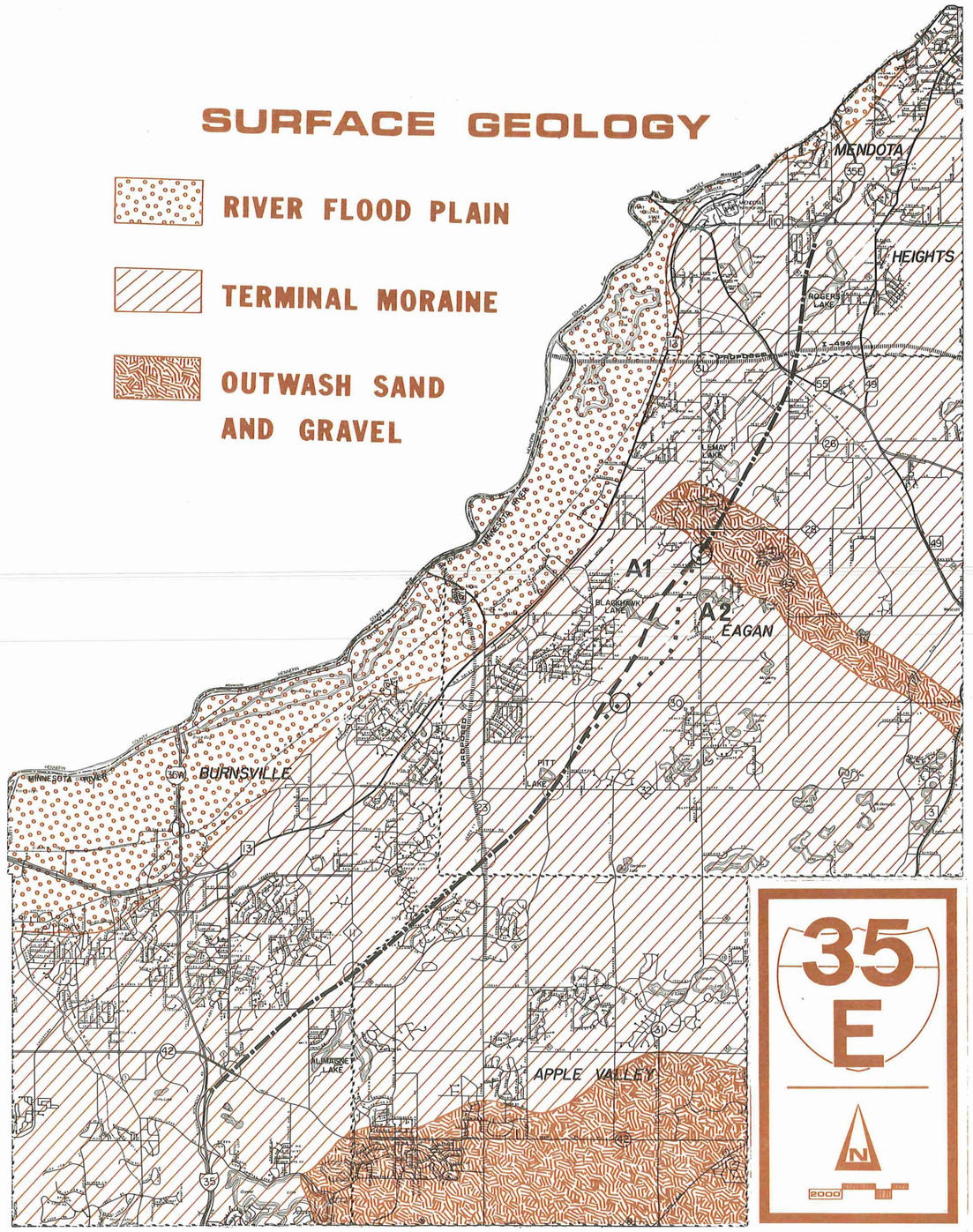
The bedrock forms a solid, stable base under the Study Area. It has no active faults, and earth movement is not a problem. The Proposed Action would not cut into the bedrock and would not have an impact on it. The No-build Alternative would not have any impact on the bedrock.

SURFACE GEOLOGY

RIVER FLOOD PLAIN

TERMINAL MORAINE

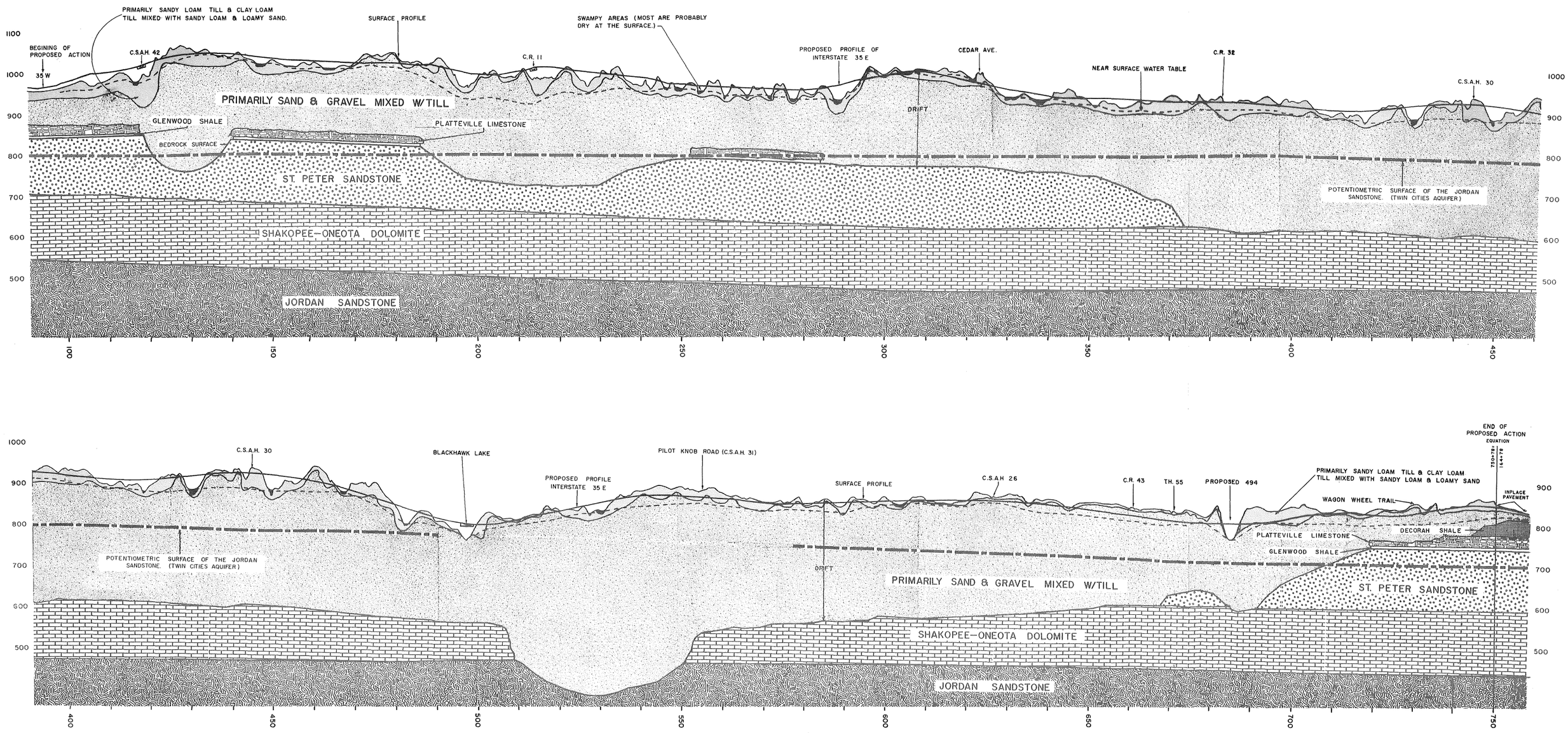
OUTWASH SAND AND GRAVEL



GEOLOGIC PROFILE

I 35E (ALTERNATE 1)

SCALE: HORIZONTAL 1000'
VERTICAL 100'



Topography and Soils

The glaciers of the last two million years formed the topography of the Study Area. They left an accumulation of glacial drift (rock debris) from 100 to 500 feet thick.

The glaciers formed three striking, and different, natural feature areas. The northwestern part of the Study Area is a river flood plain; the southern part is a glacial outwash plain; the central part is a band of hills and ponds, a glacial terminal moraine. As we shall see later, the effects of the glaciers continue to this day.

River Flood Plain

The flood plain of the Minnesota River is a broad, flat valley. The Minnesota River is an underfit river, that is, it is too small for the size of its valley. Instead of eroding the valley, it tends to fill it in with silt and muck. The deposit in the flood plain is now about 100 feet thick.

The flood plain is an area of farms swamps, flood plain lakes, separated oxbow lakes, and woods. It is generally undeveloped, but it does have some industrial development.

The Proposed Action parallels the river flood plain and is approximately 1½ miles away. Neither the Proposed Action nor the No-build Alternative would impact it.

Outwash Plain

The outwash plain is characterized by long rolling hills with gentle slopes. It has a moderately developed drainage pattern.

The texture of the outwash plain is generally uniform. The material is sand and fine gravel with some silt and clay. Boulders are not common. The stable, well drained subsoils of the outwash plain make it a highly desireable area for development.

The Proposed Action would cross only a finger of the outwash plain in central Eagan and would have no significant impact on it.

Terminal Moraine

The terminal moraine roughly parallels the Minnesota River Valley. The moraine is an area of unsorted material (till) piled up into short, steep hills with ponds and potholes in between. It has an immature drainage pattern. The material is generally clayey with frequent boulders and pockets of sand and gravel.

The Proposed Action would lie almost entirely in the terminal moraine. The problems associated with the slopes, the poor drainage, and the clayey soils of the moraine would make construction through the area less than desirable. Moving the highway alignment to another location within the Study Area would not relieve these problems. They would not be insurmountable, however, and current design and construction techniques would significantly reduce the impact.

For a further discussion of the geology of the Study Area, see Bedrock and Glacial Geology, Interstate 35E, Northern Dakota County, Minnesota Highway Department 1976.

Ground Waters

Near-Surface Water Table

The Study Area contains two major levels of ground waters (see Geologic Profile, page 33). The upper level is the near-surface water table. The near-surface water table generally follows, in a modified way, the contour of the land surface. The lakes and swamps of the Study Area often indicate its surfacing above the land. It may rise or fall according to the seasonal or annual variations of precipitation.

The Jordan Acquifer

The lower level of ground water is the Jordan aquifer (water bearing rock or soil). The aquifer is contained in the Jordan sandstone layer which lies under 500 to 600 feet of sedimentary rock and glacial drift. It is a major source of municipal water in the Twin City Metropolitan Area.

Perched Water

In addition to the two major water levels, the soils of the Study Area contain impermeable layers which hold up limited areas of perched water. The perched water tables are not directly connected to the near-surface water table, but they, too, might be underground or might surface as a pond or swamp. Perched water might also flucuate with seasonal precipitation.

Surface Waters

Watershed Characteristics

Except for the Minnesota River, no well defined water courses are in the Study Area. Lakes, ponds, and swamps occupy the low areas of the rolling topography. Individual watersheds are quite small.

Runoff is currently contained within the individual watersheds. Eventually, proposed storm sewer development by the Study Area communities will connect the numerous watersheds with outlets into the Minnesota or Mississippi Rivers and into some of the larger Study Area lakes.

Wetlands

The wetlands of the Study Area form a part of the regional ecosystem and provide valuable habitat for waterfowl, furbearers, small mammals, and a myriad of aquatic species. Wetlands not only serve wildlife, but they also provide an essential link in the water cycle. They accept discharge from and contribute to the recharge of the near-surface watertable and thus contribute to the ecological stability of the area.

Exhibit 16 catalogues all wetlands of the Study Area according to the definitions of the U.S. Fish and Wildlife Service Circular 39 (1971). The Fish Lake designations are from the Minnesota Department of Conservation (now MDNR), Division of Game and Fish, Special Publication No. 45 (1967), "Metropolitan Lake Inventory".

Impacts to Water Resources

Wetland Removal

The most direct impact to water resources would be the filling or bridging of wetlands. Table 5 gives a comparison of wetland types impacted by the two design alternatives. The actual acres which would be filled cannot be determined at this preliminary stage. The table, therefore, lists the total acres of wetlands within the right of way, all of which would not be eliminated.

TABLE 5

Wetland Type	Alternate A1 (acres)	Alternate A2 (acres)
Type II Marsh	20	21
Type III Marsh	4	4
Type IV Marsh	2	0
Type V Marsh	2	2
Fish Lakes	0	0
Total	28	27

The removal of approximately 28 acres of wetlands by the Proposed Action accounts for 2 percent of the total acreage of the corridor. Dakota County contains approximately 16,000 acres of wetlands, about 4 percent of its total area. The Study Area contains over 2,300 acres of wetlands, also about 4 percent of its total area.

Bridging Blackhawk Lake

I-35E will bridge over Blackhawk Lake, an irregularly shaped, nutrient rich, 40 acre lake in central Eagan (see Exhibit 16, page 39).

Blackhawk Lake is about 3,000 feet long. The eastern half is about 200 feet wide and two feet deep. It was dry during the 1976 drought. The western half of the lake is about 500 feet wide and six to eight feet deep.

The lake is apparently a reflection of the near-surface ground water table, and it accepts discharge from and, provides recharges to the ground waters. It has no surface outlet, but it receives surface drainage from about 300 acres of generally undeveloped land and city park property.

The Minnesota Department of Natural Resources (MDNR) has classified Blackhawk Lake as a Type IV wetland, but it is also sometimes considered a marginal fish lake.

The MDNR occasionally places panfish, which have been rescued from other lakes, into Blackhawk Lake, providing a limited fishing experience. The lake occasionally experiences winter kill, thus precluding a viable fish population.

The bottom mud of the lake bed is apparently rich in nutrients and supports a variety of both submergent and emergent aquatic vegetation. The vegetation provides a good habitat for wildfowl.

Among the various forms of wildlife using the lake, the large shore birds such as the great blue heron, the green heron, and the snowy egret are the most striking.

The lake currently provides the surrounding residents with a recreational area for canoeing. It also provides a shoreline environment for the adjacent city park.

The northbound and southbound lanes of I-35E will cross Blackhawk Lake on separate, parallel, 300 foot bridges. Constructing these bridges will have several impacts.

The bridges and their approaches will visually intrude into the natural setting of the lake.

Traffic noise will change the existing quiet character of the lake and of the immediate surroundings.

The proposed bridges will have concrete or weathering steel beams, neither of which require painting. Thus paint will not fall into the lake during either construction or maintenance operations.

Roadway runoff at the approaches will be ponded to the maximum extent possible prior to its entering the lake. Drainage from the bridge itself and from the immediate approaches will, however, enter the lake without passing through any ponding. This will increase the probability of materials from an accidental spill entering directly into the lake. The

bridge is short, however, and the probability of an accidental spill entering the lake is remote.

For a discussion of mitigation efforts in case of an accidental spill, see "Chemical and Oil Spills", page 43.

Construction of the bridge will reduce food production in the lake. The shadow of the bridge will inhibit plant growth in an area of approximately 2 percent of the lake surface. Excavation for the pier footings will remove some of the nutrient-rich mud from the lake bottom. Considering the nutrient-rich state of the lake, however, the loss of food production will not be a significant impact.

The sedimentation and the turbidity from the construction of the bridge piers and the approach roadways will cause the primary impact to the aquatic ecology of the lake. Excessive turbidity can ultimately affect fish by interfering with the food chain. Turbidity interferes with light penetration, thus inhibiting the photosynthesis necessary for plant growth. Reducing plant growth also reduces the number of organisms which feed on the plants, and which, in turn, are fed upon by fish.

At high concentrations, silt can also directly cause stress or can kill fish by abrading or clogging their gills and respiratory passeges. Turbidity also modifies the water temperature and decreases the dissolved oxygen content, decreasing both the composition and diversity of species.

Erosion control measures used during construction will minimize the impacts (see "Erosion/Sedimentation", page 40).

Riprap around the abutment fills will reduce erosion and will provide a diversity of aquatic habitat, increasing the stability of the aquatic ecosystem.

Uncontrolled nutrient runoff from construction or from excess fertilization can produce plankton blooms or slimes on the lake bottom and can increase the rate of the lake's eutrophication. Excessive plant growth can discolor the water and can generate a deficiency of dissolved oxygen. A deficiency of oxygen can kill fish and can produce other undesirable chemical and biological impacts. Controlling erosion and controlling the application rates of fertilizer will minimize the impacts. For a further discussion of fertilizer use, see "Chemical Controls", page 52.

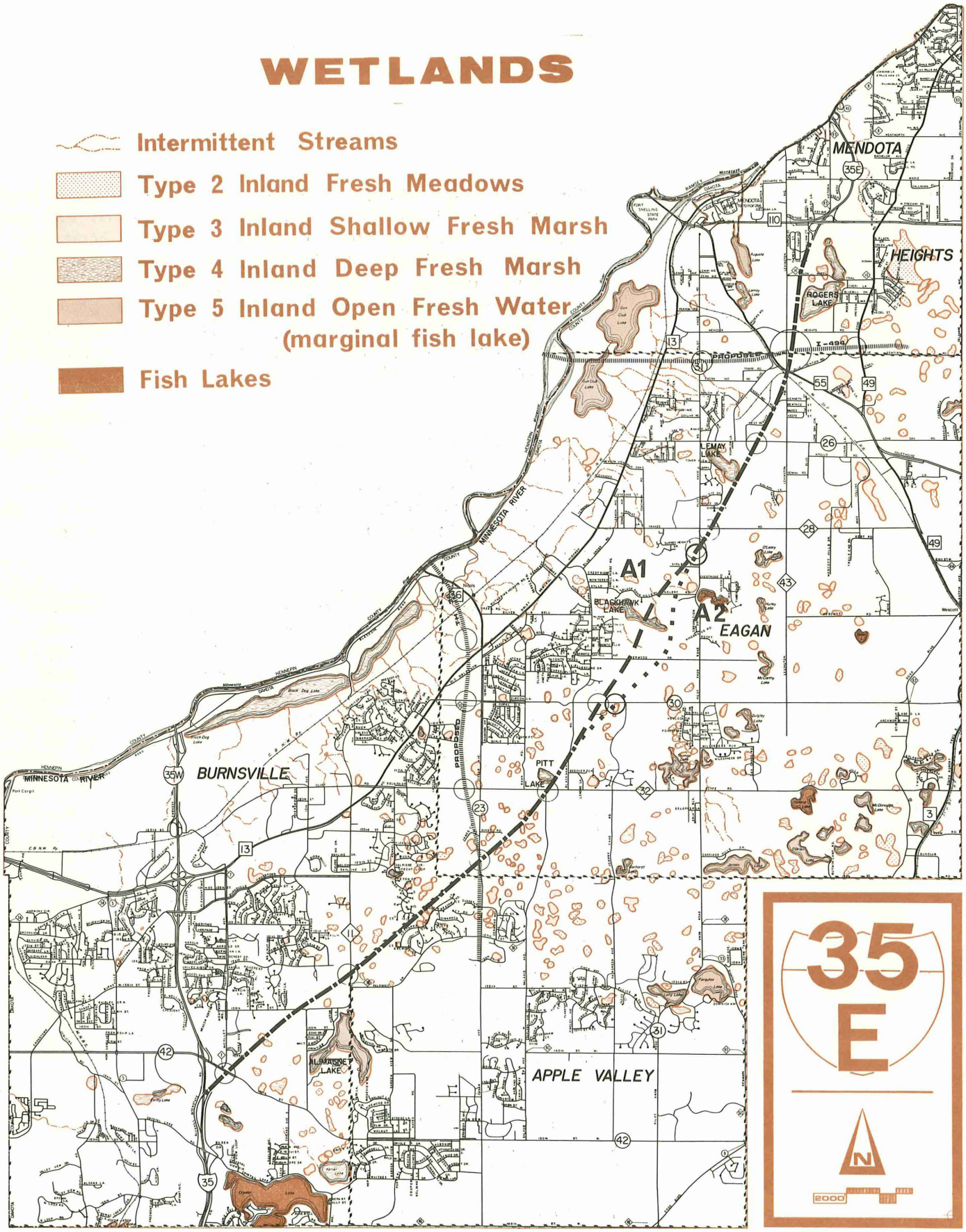
The bridges will not impede drainage into the lake and they will not cause an unnatural increase in evaportation. They will not deplete the oxygen in the lake, and they will not interrupt the delicate and important ecological processes within the lake.

The mitigation measures will eliminate any significant, long term impacts to the aquatic ecology of Blackhawk Lake. The riprap will, in fact, enhance the lake by providing additional habitat and species diversity, thus helping to stabilize the ecosystem. The mitigation measures will also minimize the short-term impacts to the fish populations.

The bridges will not significantly change the future conditions and uses of Blackhawk Lake. The proposed Eagan storm sewer plan, if it materializes, will change the lake. The storm sewer plan is independent of highway construction plans and will provide for routing the drainage from about 5,000 acres through various lakes and ponds, eventually draining into Blackhawk Lake. The additional watershed will raise the lake's water level about four to six feet. Periodic bounces will raise it even higher.

The city's plan will provide for a pump outlet if evaporation and seepage fail to contain the increase to the four to six foot range. The higher water level will connect Blackhawk Lake to a four-acre pond, to the west of Blackhawk Lake. Blackhawk Lake would then be larger and deeper and could be managed for game fish production and increased recreational uses.

The design of the bridges will allow 15 feet of clearance above the projected normal high water pool, based on Eagan's storm water plan. The bridges will not significantly impact the ecology of Blackhawk Lake even if the Eagan storm sewer plan is implemented.


WETLANDS
Intermittent Streams
Type 2 Inland Fresh Meadows
Type 3 Inland Shallow Fresh Marsh
Type 4 Inland Deep Fresh Marsh
Type 5 Inland Open Fresh Water (marginal fish lake)
Fish Lakes
MENDOTA
HEIGHTS
ROGERS LAKE
LEMAY LAKE
MINNESOTA RIVER
A1
A2
BLACKHAWK LAKE
EAGAN
BURNSVILLE
PRAIRIE
PITT LAKE
ALIMAGNET LAKE
APPLE VALLEY
35E
2000

Highway Drainage

Highway drainage design is based on two basic principles: to perpetuate flows across the highway right of way and to keep to a minimum the diversion of runoff from one watershed to another. Initially, the Proposed Action would have ponding in watersheds adjacent to the roadway. Many of these ponds would eventually be provided with outlets into the Mississippi and Minnesota Rivers and the larger Study Area Lakes as a result of municipal storm sewer construction.

Because of the morainic soils, surface and subsurface drainage requirements would be extensive. The presence of many perched water tables makes the extent of subsurface drainage needs uncertain until actual construction. Dewatering of perched water would be a local impact and would not impact the overall groundwater levels.

At a point 400 feet south of Rogers Lake (in Mendota Heights), I-35E will cut below the elevation of the lake's surface. The State Highway Department's Soils Investigation Unit studied the potential impact and then consulted with the U. S. Geological Survey (USGS). The conclusion of the Soil Unit's study is that construction of I-35E will not impact the hydrology of the lake. The USGS concurs in this conclusion.

Erosion/ Sedimentation

Sedimentation caused by erosion is a potential impact of the Proposed Action. Sedimentation can cover and eliminate plant growth, cause high turbidity in water supplies, settle out in ponding areas and reduce their storage volume, and restrict groundwater recharge.

Sedimentation can impact all wetlands adjacent to construction activities. Several protective measures are available to reduce this potential. Wood fiber mats, mulches, special seed mixtures, berms, dikes, slope drains, special ponding areas, and sedimentation basins reduce erosion during construction.

Borrow pits outside of the construction corridor will be treated to control erosion. Restoration will include cleaning, shaping, replacing topsoil, and reestablishing vegetation.

The type and placement of erosion control measures will be developed partially during detail planning and will continue to be developed throughout the con-

struction phase. The contractor and construction engineer would cooperate throughout the construction phase to implement erosion control practices. Proper application of erosion control procedures will help to limit sedimentation to near natural conditions.

Salts - Surface Waters

Drainage into ponds and lakes would contain varying amounts of chemical pollutants. The most common chemical pollutant from highway runoff and the easiest to estimate are the chloride compounds used in deicing operations.

Average annual concentrations of chlorides exceeding 500 mg/l would occur in approximately 15 of 45 ponding areas required for stormwater runoff. The 15 ponding areas would have high concentrations because runoff would be almost totally highway originated and the watershed would be too small (less than 35 acres) to allow greater dilution. The concentrations in ponding areas of the larger watersheds and the concentrations in the area's lakes would be minimal.

The ponding area salt concentrations would not be high enough to significantly impact wildlife. Aquatic plants intolerant of high salt levels, however, would eventually be replaced by plants with higher tolerance levels.

Table 5 shows the salt concentrations for the six lakes close enough to I-35E to receive highway runoff. The Minnesota Department of Natural Resources has not classified any of the lakes for any recrea-

TABLE 5A

Pond	Drainage Area Square Miles	Lane Miles	Salt Concentrations Seasonal	Yearly
Alimagnet Lake[1]	1.82	2.28	84 Mg/L	28 Mg/L
Alimagnet Lake[2]	2.14	7.21	226	75
Slaters Lake	.23	.91	265	88
Blackhawk Lake[3]	.72	3.41	317	106
Blackhawk Lake[4]	8.94	6.09	46	15
Lemay Lake	1.91	1.91	67	22
Rogers Lake	.92	4.67	340	113
Pitt Lake	1.09	1.51	93	31

[1] With diversion to pond at C.R. 11

[2] Without diversion

[3] Before Eagan storm sewer installation

[4] After Eagan storm sewer installation

tional use. Therefore, for fish and wildlife, the Pollution Control Agency Quality Standards apply. These standards limit total dissolved salts to 770 ppm (parts per million), sodium to 60 percent of the total cations, and total salts to 1,000 ppm. As Table 5A shows, the future salt concentrations for these lakes will be well within these limits.

Private Water Supplies

Salt concentrations in lakes and ponding areas have the potential for polluting the groundwater tables. Near-surface groundwater pollution is unlikely to occur in shallow wells beyond 75 feet from the highway, however, because of the filtering action of the soil.

A survey of shallow wells along the Proposed Action indicated that no wells are within 200 feet of the corridor.

Public Water Supplies

The use of municipal water supplies will soon eliminate the need for shallow wells. The Study Area communities all obtain their water from the Jordan Sandstone formation of the Twin City Artesian Basin.

During the development of this project the Minnesota Department of Natural Resources (DNR) raised the question of possible contamination of the Jordan formation via Blackhawk Lake due to a window in the Dolomite cap of the Jordan formation (Exhibit 14, page 33). Consultation with the DNR and the U.S. Geological survey determined that pollution of the Jordan formation was highly unlikely since it appears that groundwater is escaping through the window rather than recharging.

The Proposed Action, therefore, should not have any impact to public water supplies.

Efforts to Minimize Impacts of Salts

There are now no economical alternatives to deicing chemicals. To limit the amount of deicing chemicals appearing in the runoff, the State Highway Department uses the minimum amount of chemicals necessary to insure safe operation of the roadway. To insure minimum usage, truck spreaders are calibrated periodically and individual truck salt application rates are recorded for each segment of roadway. The State Highway Department uses sand, sodium chloride, and calcium chloride in the deicing mixture. The percentage of each constituent in the deicing mixture depends on roadway condition, temperature, and type of storm. The sand is stockpiled with an average of 5 percent sodium chloride to prevent freezing and this mixture is adequate for use during less severe storms. For more severe storm conditions, additional sodium chloride and calcium chloride are added to the sand.

The following standard policies further minimize harm from deicing salts:

1. When precipitation begins, under certain atmospheric conditions, the application of deicing chemicals will prevent the bonding of snow and ice to the pavement surface. Much less salt is then needed to obtain a dry pavement.

2. Efforts have been made and will continue to be made to find ways of reducing the amount of salt used to keep our highways safe for winter driving conditions. A salt monitoring and reduction program has decreased salt usage by 42 percent based on a five-year average. Further reduction has been accomplished by using more efficient mixing and spreading methods. The quantity of salt required can also be reduced by using a combination of CaCl and NaCl (Calcium and Sodium Chloride). This combination will also decrease the potential for environmental damage.

3. Salt and salt-sand stockpiles will be covered and kept away from ponds, wells, water supplies, and drainage ways.

Chemical and Oil Spills

The pollution from chemical and oil spills would probably be local and would not contaminate water resources near the Proposed Action. The State Highway Department's procedure in case of oil or chemical spills is to first contain the spill by placing a sand ditch block on the downstream side of the spill. If possible, highway maintenance forces remove the spilled material by pumping or sponging. If it is not possible to remove the material before it soaks into the soil, the maintenance forces remove the contaminated soil, haul it to an appropriate dump, and replace it with clean soil. The State Highway Department's maintenance forces automatically call the Minnesota Pollution Control Agency (MPCA) in any accident involving oil or chemical spills. The MPCA monitors the clean up and the impacts.

Section 404 Permit

In addition to State and local permits, the Proposed Action will require a Section 404 permit from the Corp of Engineers. This permit is required for all projects that fill into navigable waters, contiguous wetlands, or water bodies five acres or larger. I-35E will require fill in a waterbody larger than five acres.

For a more comprehensive analysis of water resources, see Ground Water Data for Environmental Impact Statement, I-35E, October 1975, and Preliminary Hydraulics and Water Quality Analysis, I-35E, April 1976, Minnesota Highway Department.

Description

The major vegetation types of the Study Area are mixed-oak, mixed-hardwoods, sedge willow, and mixed grasses. The mixed-oak type consists primarily of bur, red, and white oaks. The mixed-hardwoods type consists primarily of elm, green ash, boxelder, aspen, and cottonwood. The mixed-oaks and mixed-hardwoods generally support the same understory.

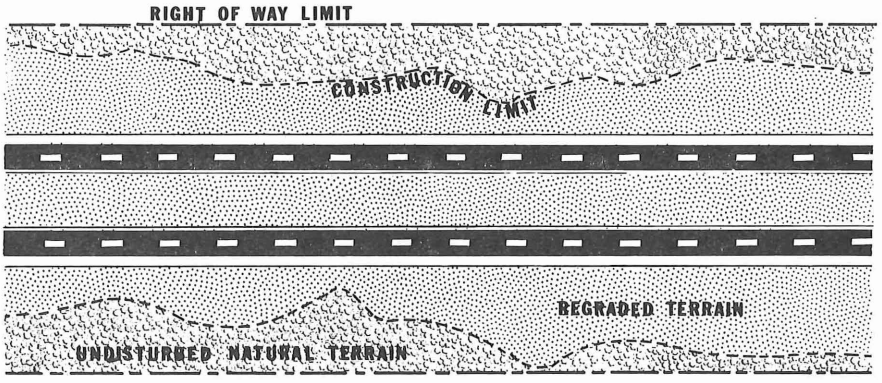
The mixed-grasses type includes a wide variety of grasses and non-woody vegetation that is generally in idle farmlands, pasturelands, and cultivated lands.

Generally, the sedge-willow type is in the river flood plain, the mixed oak and mixed-hardwood types are in the morainic areas, and the mixed-grasses type is in the outwash plain (see Glacial Geology map, page 34).

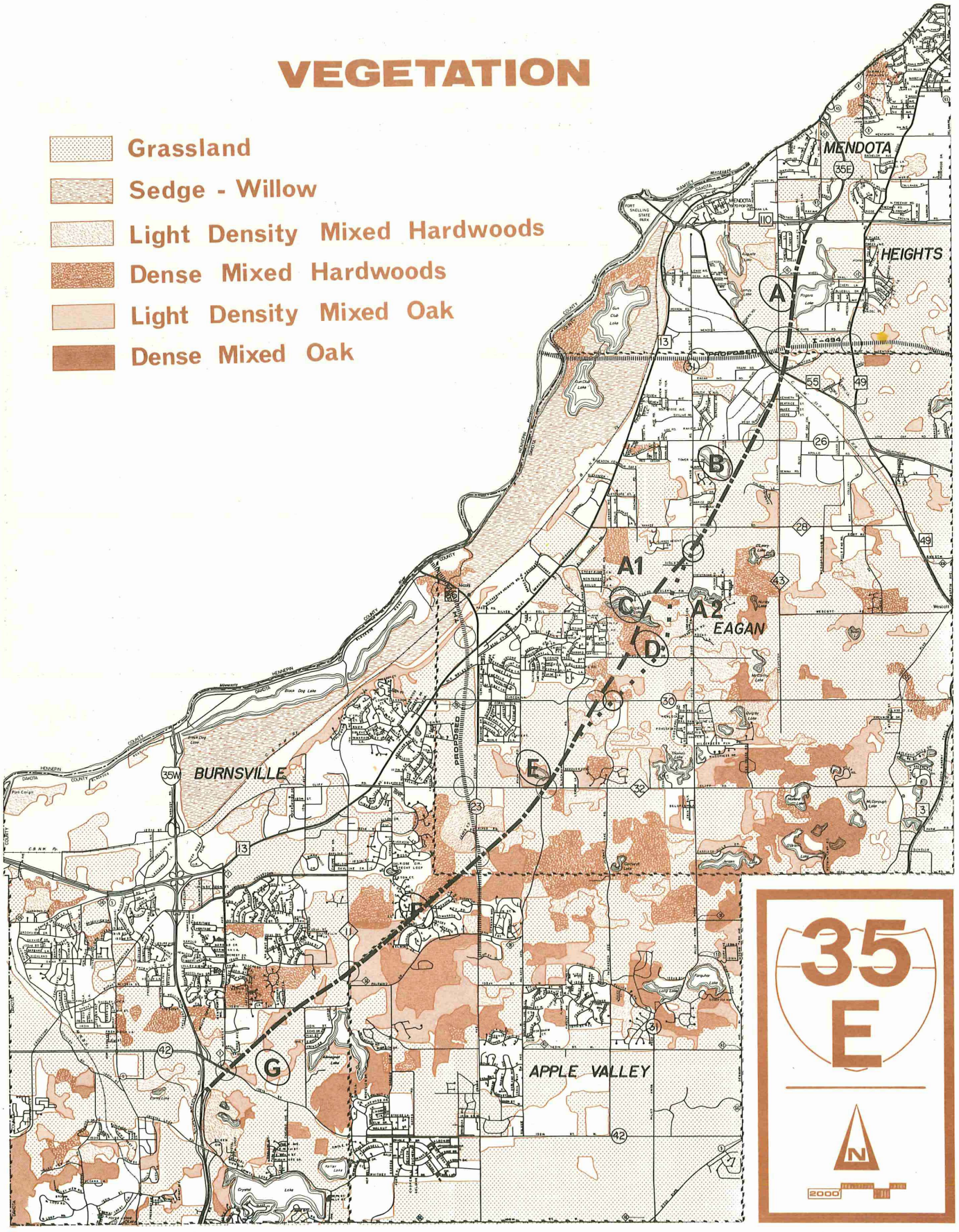
Near the intersection of CSAH 42 and I-35 is a prairie meadow remnant that is apparently unique to the Study Area.[1] The Proposed Action would pass within 200 feet of it (see area G, Exhibit 17).

Impacts

The major impacts to vegetation would be the direct removal of the vegetation during construction. Table 6 page 46, shows the acreages of vegetation types within the corridors of the two build alternatives. These acreages, however, are probably generous. The actual construction limits are generally well within the right of way.



[1] This unique feature was brought to the attention of the State Highway Department by Donald B. Vogtman, Consulting Biologist for Brauer and Associates. Brauer and Associates are the planning consultants for the Ridges medical complex.


VEGETATION
Grassland
Sedge - Willow
Light Density Mixed Hardwoods
Dense Mixed Hardwoods
Light Density Mixed Oak
Dense Mixed Oak
MENDOTA
HEIGHTS
EAGAN
BURNSVILLE
APPLE VALLEY
PROPOSED
A
A1
A2
B
C
D
E
F
G
35E
35W
494
2000

The mixed-oak and mixed-hardwood areas are a remnant of the hardwood forests of southeastern Minnesota that until 1850 covered most of the Study Area and the northern third of Dakota County. Farming and urbanization, however, have reduced the hardwood forest to about 9,000 acres which are scattered throughout the Study Area. The Proposed Action would impact the remaining acres of hardwood forest by removing approximately 275 acres of woodlands along Alternative A1 and 260 acres along Alternative A2. Woodlands cover the Study Area to such an extent that movement of the alignment to avoid impacting them is not feasible.

TABLE 6

VEGETATION IMPACTS

Land Class	Alternative A1	Alternative A2
Mixed-grasses	437	426
Agricultural	249	270
Mixed-oak	173	170
Mixed-hardwoods	104	88
Wetlands	27	28
Urbanized	143	156
Total	1133	1138

The corridor of the Proposed Action would cut through the wooded areas and would expose the trees along the edges of the corridor to wind pressure to which they are not accustomed. Some of these trees, particularly the young or the overly mature would be lost from windthrow.

The highway construction could also change the amount of moisture in the soil of the areas adjacent to the corridor. The rise or fall of moisture could kill some of the trees near the corridor.

In dense mixed-hardwood stands, removing the forest canopy trees during construction would increase the amount of sunlight available to the natural understory vegetation. The increased sunlight would generate a gradual shift in the vegetation to more light-tolerant species and would increase the density of the understory

along the edge of the corridor. The increased edge vegetation would provide more food and cover and would probably attract more birds and small mammals than a dense forest canopy would.

Salt used for snow removal could impact the adjacent vegetation. The heaviest salt concentrations and therefore the most impacts would be from 10 to 30 feet from the edge of the roadway pavement. Right of Way limits, however, would extend beyond 30 feet from the roadway edge, and most impacts would be confined to the corridor. The landscaping of the corridor would include salt-tolerant species (see landscaping concept, page 79). Adjacent to the corridor, the vegetation would gradually shift to more tolerant species. As the distance from the corridor increases, the impact would rapidly diminish.

Seven areas are especially critical, and the construction plans would include provisions to protect them (see Exhibit 17). These areas are:

A) West shoreline of Rogers Lake
B) East shoreline of Lemay Lake
C) Blackhawk Lake area
D) Area of dense mixed-hardwoods between Blackhawk Lake and Deerwood Drive
E) Pitt Lake area at the junction of Galaxie Avenue and Cliff Road
F) Wooded area around Palomino Hills-Ville du Parc residential areas
G) Prairie meadow remnant near CSAH 42.

Efforts to Minimize Harm

Construction operations would disturb only those areas specifically required for the construction of the Proposed Action. The rest of the area within the right of way would be left undisturbed.

A physical barrier, a snow fence or wire netting, would protect those areas that are especially critical. Where possible, the barrier would be far enough from any trees to prevent root damage from compaction of the soil or from physical damage. Where it is not possible to present root damage, the trees would be pruned to balance the aboveground mass with the root mass.

The contractor would be liable for any unavoidable damage to the vegetation and especially to any trees.

For a further discussion of the impacts to vegetation, see Vegetation, Surface Water, & Wildlife Review of Proposed I-35E Through Eagan, Mendota Heights, Burnsville and Apple Valley, Minnesota Highway Department. Sept. 1975, pp. 10-19.

Habitat

The necessary requirements of food, water, shelter, and reproduction areas make up the basic habitat requirements to sustain wildlife. The Study Area contains substantial amounts of habitat of varying qualities to sustain a great variety of wildlife.

The value of habitat to wildlife is closely related to the type and quality of vegetation. The quality of vegetation is in turn dependent on soil fertility, water availability, and the extent of development. Exhibit 18 shows the habitat quality in the Study Area.

The Minnesota River Valley provides the most significant quality and quantity of wildlife habitat within the Study Area. If an animal's range extends into this part of Minnesota, it is very likely that the animal will be in the valley.

Mammals

The only species of large mammals in the Study Area is the white-tailed deer. A sizeable population of deer live within the Minnesota River Valley. The deer range, however, into the nearby upland hardwoods in the areas where food and cover are available.

The more common species of small mammals in the Study Area are squirrels, rabbits, muskrats, raccoons, skunks, woodchucks, fox, weasel, and several members of the mice and vole families. Beaver, badger, and mink are not as abundant.

Birds

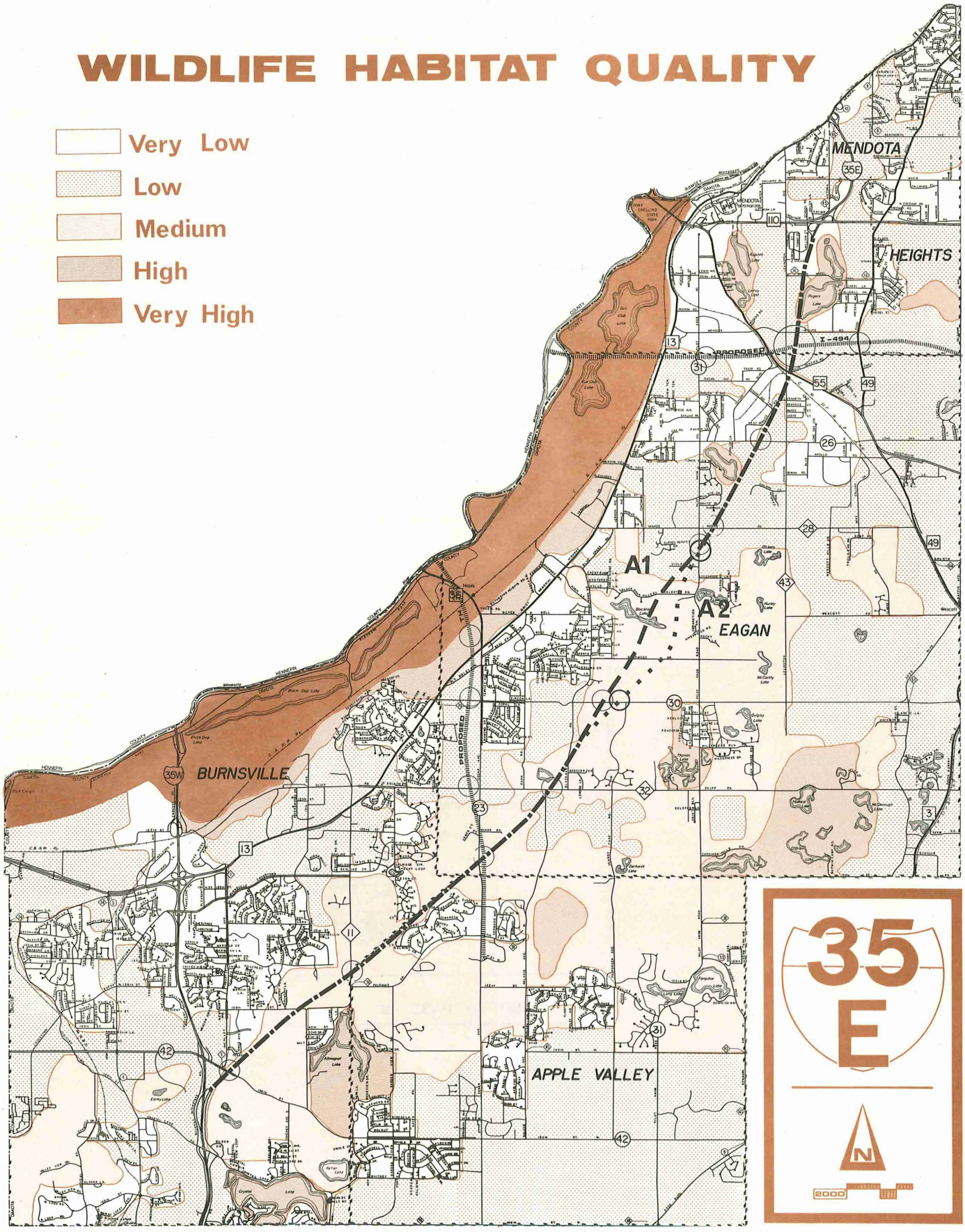
The Study Area supports a wide variety of upland birds, songbirds, shore birds, raptors, and waterfowl. The most common upland bird is the pheasant. Common shorebirds include herons, bitterns, plover, rails, snipe, sandpipers, and blackbirds. The great egret is extending its range into the Study Area.

The Study Area contains a great variety of songbirds. The common raptors include the red-tailed hawk, broad-winged hawk, sparrow hawk, and great horned owl.

Waterfowl are abundant in the river valley and in the numerous marshlands of the northern half of the Study Area. The more common species are mallards, blue-winged teal, wood-ducks, and American coot.

Fish

Fish Lake, Crystal Lake, Bald Lake, and Holland Lake are the only lakes within the Study Area that the MDNR classifies as fish lakes.


WILDLIFE HABITAT QUALITY
Very Low
Low
Medium
High
Very High
MENDOTA
HEIGHTS
EAGAN
BURNSVILLE
APPLE VALLEY
A1
A2
PROPOSED
35E
35W
2000

Crystal Lake was reclaimed with fish toxicants in 1965 and was stocked with northern pike, bass, crappies, and bluegills. Very little information is available on the other three lakes. They seem, however, to support a good bass and panfish population.

MDNR classifies Alimagnet Lake as a marginal fish lake. Private landowners, a local sportsman's club, and the Department of Natural Resources have cooperated to stock the lake with northern pike. Bullheads are also abundant.

The Study Area does not contain any threatened or endangered animal species.

Impacts

Direct and immediate impacts on wildlife would be the loss of habitat. Since plant and animal species exist together in a rather delicate balance, alteration of the habitat would produce corresponding changes in the wildlife populations. The degree of change is dependent upon the amount and value of the vegetation affected and the dependency of wildlife on that vegetation. Table 7 catalogues the wildlife habitat and representative wildlife directly impacted within the corridors of the Proposed Action. The loss of habitat to highway construction within the Study Area would not seriously impact the population of any species.

TABLE 7

WILDLIFE HABITAT SYNOPSIS

Habitat Value	Interdependent Habitat Relationships	Most Common Species	Tolerance to Development	Alternative A1 (acres)	Alternative A2 (acres)
Very High	Lakes, meadows, rivers, wetlands, woodlands	Fish, ducks, herons, egrets, raptors, pheasants, grouse, rabbits, squirrels, raccoon, deer, furbearers, songbirds	Very low	37	0
High	Wetlands, woodlands, grasslands, farmlands	Pheasants, grouse, rabbits, squirrels, raccoon, songbirds, waterfowl, raptors, furbearers	Low	292	317
Medium	Farmlands, grasslands, woodlands	Pheasants, grouse, rabbits, squirrels, raccoon, rodents, raptors, songbirds	Medium	409	435
Low	Farmlands, grasslands	Pheasant, grouse, rabbits, squirrels, raccoon, songbirds, rodents	High	343	331
Very Low	Urban Forest (residential, industrial)	Pheasants, grouse, rabbits, squirrels, raccoon, rodents, pigeons, sparrows, starlings, songbirds	Very High	50	50
			Totals	1131	1133

SEE EXHIBIT 18, PAGE 49

The Proposed Action would interfere with present animal movement patterns and would probably cause some animal deaths. A check of auto- deer collisions recorded by the Department of Natural Resources within the Study Area showed 60 auto-killed deer in 1973 and 64 in 1974. Several locations had a high incidence of deer-auto collisions. These locations are within linear vegetation bands extending from the Minnesota River Valley to various woodlots and agricultural fields within the Study Area. Deer tend to follow these vegetational bands in their movements between the river valley and other portions of the Study Area. The Proposed Action bisects some of these bands, so the possibility of deer auto collisions does exist. Movement patterns of small animals would also be hampered.

As time passes, animal populations will adjust to the severence. The adjustments will, indeed, be detrimental, but they will probably be short term, until the population as a whole adjusts to the severence.

Highway traffic will kill individual animals whose movements normally cross the highway corridor, or the animals will die off naturally. As the Study Area urbanizes, the wildlife population will reduce, and the number of highway kills will then decrease.

Efforts to Minimize Harm

The efforts to minimize harm to wildlife would consist mainly in conserving or in reestablishing the wildlife habitat. Construction activities would only disturb the vegetational areas, and therefore the habitat areas, required for construction of the Proposed Action.

The disturbed areas would receive revegetation. One of the criteria used in the selection of grasses and shrubs for revegetation would be their usefulness for food and cover for songbirds and small animals.

Maintenance practices followed after construction are also important. By request of the Minnesota Department of Natural Resources, mowing of roadside ditches is delayed until after the pheasant nesting season. As a result of this practice, roadside ditches have become an important part of the reproduction habitant of the pheasant. See also Vegetation, page 44, and Water Resources, page 37.

For a more comprehensive analysis of wildlife, see Vegetation, Surface Water & Wildlife Review, Minnesota Highway Department, September 1975, pp. 20-38.

CHEMICAL CONTROLS

Fertilizers

The construction plans would include commercial, granular fertilizer for establishing the ground cover disturbed by construction. These granular fertilizers are mixtures of compounds of nitrogen, phosphorus, and potassium. They do not include any urea, gaseous, or liquid fertilizers. On new construction projects, an analysis of the topsoil for fertility, texture, and PH determines the type and application rate of fertilizer.

The fertilizer which heavy moisture leaches out is generally an excess of what the soil and plant life can use. The matching of fertilizer quantity to soil deficiencies minimizes leaching of fertilizers into ground waters, and the amount of leaching should be insignificant. Mulching further limits or minimizes movement, through leaching, into ground waters.

Fertilizer which is matched to the topsoil promotes the establishment of a dense, vigorous turf in a minimum of time after construction activities expose the soils. Fertilizer minimizes erosion and thus sedimentation into waters, and it conserves moisture for plant use.

Highway fertilizers do not seem to be a significant contaminant of natural waters, but they do provide a positive impact by preventing erosion and sedimentation.

Insecticides and Fungicides

Insecticides and pesticides would be used only in specific areas where infected trees are a danger to neighboring trees. These chemicals are a potential hazard to the environment, but they are effective where no other method of insect or fungus control has proven effective, and avoiding their use could present a much greater danger. Their use along highways is rare.

The State Highway Department has a representative on the Minnesota Environmental Quality Council Task Force which conducts an ongoing review of pesticide usage.

Herbicides

Highway maintenance operations use spot spraying of herbicides in specific problem areas to kill noxious weeds and brush growing within the safety clear zone (30 feet from edge of pavement). The rest of the right of way remains untreated. A combination of an antidrift emulsion, an invert sprayer, and using low wind velocity days minimizes wind drift.

A herbicide-asphalt mixture eliminates all plant growth in areas that cannot be readily mowed such as around guardrails. Herbicides are a hazard to plant growth beyond the treated area, and the stickiness of the asphalt prevents the spread of the herbicide by runoff. The asphalt also prevents erosion of the soil.

The benefits of herbicides include maintenance of roadside beauty, more effective erosion control (grasses grow more readily after removal of noxious weeds, and reduction of accident potential involving wildlife by removal of tall weeds and brush alongside the roadway.

Analysis

The State Highway Department conducted an air quality analysis for the Proposed Action to determine its consistency with the State's air quality implementation plan and with the Federal air quality guidelines.

The air quality analysis followed the U.S. Environmental Protection Agency's "Guidelines for Air Quality Maintenance planning and analysis, Volume 9: Evaluating Indirect Sources." The analysis estimated pollution concentrations contributed by the traffic forecasted to use the corridor. The traffic generated pollutants added to the anticipated background concentrations indicates the total future concentrations of pollutants.

The only pollutant the analysis studied in detail was carbon monoxide (CO) because it is the only transportation related Priority I pollutant in the Minneapolis-St. Paul Air Quality Control Region.

CO is relatively inert and estimates of its concentrations from motor vehicles are reliable.

Standards

The State air quality implementation plan, administered by the Minnesota Pollution Control Agency, has standards for maximum CO concentrations of 30 parts per million (ppm) for a one hour period and 9 ppm for an eight hour average. Federal standards for CO concentrations, enforced by the U.S. Environmental Protection Agency, are a maximum of 35 ppm for a one hour period and 9 ppm for an eight hour average.

Predicted CO Levels

Predicted levels of pollutants are estimates for worst case traffic and weather conditions. Under these conditions, the following forecasts are for two representative locations along the Proposed Action corridor and for one location along TH 13.

TABLE 8

CO CONCENTRATIONS[1] (ppm) FOR PEAK HOUR AND HIGH 8 HOUR AVERAGES

RECEPTOR	ALTERNATE	1975		1980		1983[2]		1990		2000		STANDARDS STATE		STANDARDS FEDERAL	
		8hr	1hr	8hr	1hr	8hr	1hr	8hr	1hr	8hr	1hr	8hr	1hr	8hr	1hr
1	PROPOSED ACTION	–	–	–	–	–	–	–	–	0.5	1.5	9.0	30.0	9.0	35.0
	NO BUILD	2.7	7.5	1.0	2.9	–	–	1.2	2.9	0.5	2.9	9.0	30.0	9.0	35.0
2	PROPOSED ACTION	–	–	–	–	0.9	2.2	0.6	1.4	0.6	1.5	9.0	30.0	9.0	35.0
	NO BUILD	–	–	–	–	0.7	1.7	0.4	1.0	0.4	1.0	9.0	30.0	9.0	35.0
3	PROPOSED ACTION	–	–	–	–	1.3	4.1	0.9	2.6	1.1	3.6	9.0	30.0	9.0	35.0
	NO BUILD	–	–	–	–	0.7	1.7	0.4	1.0	0.4	1.0	9.0	30.0	9.0	35.0

[1] Concentrations = Ambient + Traffic Generated.
[2] 1983 = 1 Year After Estimated Opening Of Proposal.

AIR POLLUTION RECEPTOR SITES

Because of the insignificant values obtained for the years shown in the table, no interim years concentrations were forecasted.

The analysis demonstrates that the maximum CO concentrations at the receptor sites will be within the Minnesota and Federal ambient air quality standards.

The air quality study also forecasts that the 1985 vehicle pollutants in the St. Paul Central Business District (CBD) would be below the 1975 levels and would be significantly below the prescribed standards.

The Proposed Action would be a minimum of eight miles from the St. Paul CBD. Traffic forecasts show that only 7 percent of the vehicles on the Proposed Action, south of proposed I-494, would go to the St. Paul CBD. Traffic to the Minneapolis CBD would be approximately 3 percent.

The findings of the air quality study indicate that the Proposed Action would be consistent with the State Implementation Plan for air quality.

Air Quality Report

The State Highway Department's "I-35E Air Quality Report" documents the air quality study. The Department sent the report to the Minnesota Pollution Control Agency (MPCA) and the U.S. Environmental Protection Agency for review and comment. Responses from both agencies concurred in the basic conclusions of the Air Quality Report. The MPCA agreed that the action would be consistent with the State Implementation Plan.

The Proposed Action would conform to FHWA design noise level standards as outlined in Federal-Aid Highway Policy Manual (FHPM) 7-7-3. Table 9 shows FHWA design noise levels for various land uses.

FHWA Design Noise Levels

TABLE 9

F.H.W.A.

DESIGN NOISE LEVEL/LAND USE RELATIONSHIPS

Land Use Category	Design Noise Level - L_{10} [1]	Description of Land Use Category
A	60 dBA [2,3] (Exterior)	Tracts of lands in which serenity and quiet are of extraordinary significance and serve an important public need, and where the preservation of those qualities is essential if the area is to continue to serve its intended purpose. Such areas could include amphitheaters, particular parks or portions of parks, or open spaces which are dedicated or recognized by appropriate officials for activities requiring special qualities of serenity and quiet.
B	70 dBA (Exterior)	Residences, motels, hotels, public meeting rooms, schools, churches, libraries, hospitals, picnic areas, recreation areas, playgrounds, active sports areas, and parks.
C	75 dBA (Exterior)	Developed lands, properties or activities not included in Categories A and B above.
D	---	For requirements on undeveloped lands see paragraphs 5A(5) and (6), this PPM.
E	55 dBA (Interior)	Residences, motels, hotels, public meeting rooms, schools, churches, libraries, hospitals and auditoriums.

SOURCE: Federal Aid Highway Program Manual 7-7-3

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1. L_{10} - indicates the rate of occurrence of a given noise level. An L_{10} indicates that the given level is exceeded 10 percent of the time.

2. dB - decibel, a measurement of sound pressure waves on the logarithmic scale. An increase of 10 dB doubles the perceived loudness.

3. A - A scale, the scale on sound measuring meters that is weighted to duplicate the sounds heard by the human ear.

The table below summarizes the state noise standards as administered by the Minnesota Pollution Control Agency. The design of the Proposed Action would include all reasonable efforts to comply with the state standards, considering technical feasibility and cost of compliance.

TABLE 10

State Noise Regulations

STATE NOISE REGULATIONS

The Minnesota Pollution Control Agency (M.P.C.A.), as of November 27, 1974, has approved noise levels standards to control noise pollution. Noise levels were established for three classifications of land use: residential, commercial, and industrial. The residential (similar to Federal Category B), has a lower noise level for night hours (10:00 PM to 7:00 AM). The noise level goals are: Residential $L_{10}65$ dBA (Night $L_{10}55$ dBA), commercial $L_{10}70$ dBA and industrial $L_{10}80$ dBA.

Noise Study

The State Highway Department used field measurements to determine existing noise levels and used the National Cooperative Highway Research Program 117-144 method with year 2000 estimated traffic volumes to predict the future noise levels. These noise levels were for the noisiest hour of the day, the 4-5:00 p.m. peak traffic hour.

Impacts

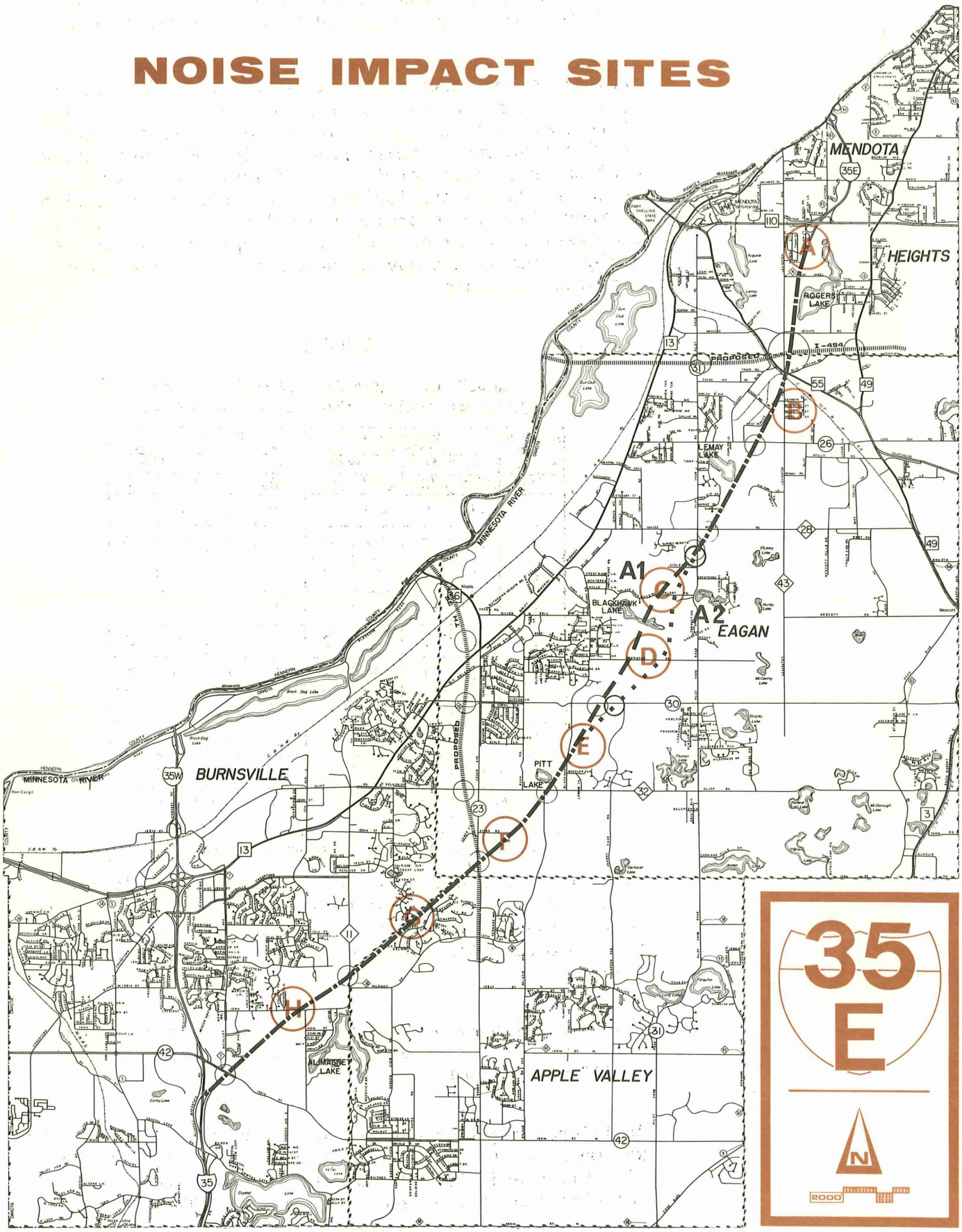
Table 11 summarizes the existing and predicted noise levels for developed land uses along the Proposed Action corridor.

SUMMARY OF NOISE ANALYSIS

TABLE 11

ANALYSIS SITE SEE EXH. 20	DESCRIPTION	CHARACTER OF LAND USE	F.H.W.A. LAND USE CATEGORY	EXISTING NOISE LEVEL (L_{10} – dBA)	APPLICABLE STANDARD		PREDICTED NOISE LEVEL (YEAR 2000)	NOISE TREATMENT FEASIBLE	NOISE LEVEL AFTER TREATMENT
					F.H.W.A.	STATE			
A	Valley View Heights I-35E at TH 110	RESIDENTIAL	B	53	70	65	76	YES	≤65
B	East of Lexington Avenue Between TH 55 and C.S.A.H. 26	RESIDENTIAL	B	53	70	65	77	YES	≤65
C	C.S.A.H. 31 (Pilot Knob Rd.) to Blackhawk Lake	RESIDENTIAL	B	60	70	65	76	NO	NA
D	Blackhawk Lake to Deerwood Drive	RESIDENTIAL	B	55	70	65	76	NO	NA
E	C.S.A.H. 30 to Blackhawk Road	RESIDENTIAL	B	68	70	65	75	NO	NA
F	Kings Road at C.S.A.H 23 (Cedar Ave)	RESIDENTIAL	B	—	70	65	74	NO	NA
G	Palomino Hills and Ville du Parc	RESIDENTIAL	B	55	70	65	74	YES	≤65
H	Heather Hills and 138th Street	RESIDENTIAL	B	50	70	65	73	NO	NA

NOISE IMPACT SITES



All existing developed land uses that are within impact distance of the Proposed Action are residential.

Alternatives A1 & A2

Table 12 breaks down the noise impact by alternate and by total number of residential units impacted. Of the 58 residences impacted by future noise levels exceeding the FHWA design noise level of 70 dBA, noise abatement can reasonably protect 51 of them. The remaining seven residences are isolated sites which will require further study to determine the extent of the impact and the feasibility of protection. Exceptions to the FHWA design noise levels may be necessary for these seven isolated residences.

TABLE 12

NOISE IMPACT OF PROPOSED ACTION ON EXISTING RESIDENTIAL UNITS (YEAR 2000 ESTIMATE).

ANALYSIS SITE EXH. 20	ALTERNATE A_1 UNITS WITH NOISE LEVELS EXCEEDING				ALTERNATE A_2 UNITS WITH NOISE LEVELS EXCEEDING			
	L_{10} 70 dBA		L_{10} 65 dBA		L_{10} 70 dBA		L_{10} 65 dBA	
AREA	WITHOUT ABATEMENT	WITH ABATEMENT	WITHOUT ABATEMENT	WITH ABATEMENT	WITHOUT ABATEMENT	WITH ABATEMENT	WITHOUT ABATEMENT	WITH ABATEMENT
A	20	0	49	0	20	0	49	0
B	7	0	33	0	7	0	33	0
C	1	1	7	7	2	2	4	4
D	1	1	1	1	0	0	1	1
E	3	3	8	8	3	3	6	6
F	1	1	3	3	1	1	3	3
G	24	0	64	0	24	0	64	0
H	1	1	3	3	1	1	3	3
Total	58	7	168	22	58	7	163	17

ESTIMATES ARE MADE ASSUMING NO NATURAL BARRIERS EXIST AFTER CONSTRUCTION.

NOTE: SITES C,D,E,F, and H ARE ISOLATED HOMESITES THAT WILL NOT RECEIVE NOISE MITIGATION MEASURES.

Control of land use to avoid incompatible development along the Proposed Action is a function of local government. Noise abatement of future development adjacent to the Proposed Action would be the responsibility of the developer.

The State Highway Department will provide the future noise forecasts to the municipalities to help plan adjacent development.

Additional right of way was purchased by the State Highway Department along the Proposed Action through Palomino Hills and Ville du Parc (Area G, Exhibit 20) in anticipation of the need for noise abatement.

The *Minnesota Standard Specification for Highway Construction* states, in part, that the contractor will comply with all applicable laws, ordinances, regulations, orders, and decrees in the performance of the construction. This includes any local noise control laws.

We have identified no sensitive noise receptors in the areas that the proposed construction would impact. The construction activity will not generate unusual or excessive noise.

No-build

The initial noise levels for the No-build Alternative would be the same as those that exist in the Study Area today. Noise levels would rise steadily as traffic volumes increase. The greatest impact from the No-build would be felt along TH 13.

Current noise levels along TH 13 exceed the FHWA design noise levels for land use catagory B. The No-build traffic volume for the year 2000 would result in a 6 dBA increase to the existing levels. This would create a wide noise impact zone, impacting a substantial number of people. Since the current design of TH 13 would not handle all of the projected traffic increase and because construction of noise abatement would eliminate many of the existing impacted sites, the actual impact is difficult to assess.

For a more detailed discussion of noise analysis, see *Noise Analysis Report, SP 1982 (I-35E)*, Minnesota Highway Department, 1976.

Efforts to Minimize Harm

Noise mitigation is feasible at Sites A, B, and G (see page 59). As the detail design of I-35E establishes the exact location and elevation of noise reduction devices, meetings will be held with all affected residents to determine what type of noise reduction devices, if any, are acceptable to them. Whether or not noise barriers will be a part of I-35E depends on the results of these public meetings and on the concurrence of the affected cities.

For the seven isolated residences where there is a possible noise impact, but where noise barrier construction is not feasible, a request for a variance to the design noise levels will be made on a case by case basis. Mitigation measures will not include soundproofing because soundproofing reduces only interior noise and does nothing for exterior land-use impacts. It therefore is not a reasonable method of mitigating noise impacts in the Study Area's rural-suburban environment.

For a more detailed discussion of noise analysis, see Noise Analysis Report, SP 1982 (I-35E), Minnesota Highway Department, 1976.

Introduction

Individually, the cities of the Study Area offer the following facilities and services: fire protection, police protection, community planning, local street construction and maintenance, and building inspection.

The other community services come from regional, state, and county units of government. The library is the only county facility in the Study Area. The rest of the county facilities are in the county seat, Hastings, in Rosemount, and in Farmington. State and regional facilities such as drug treatment centers are available in Minneapolis and St. Paul.

School districts are independent of the other units of government.

Many of the community facilities such as churches and medical clinics are not governmental, and their areas of influence are not clearly defined.

Administrative and Other Governmental Buildings

Each of the four cities has an administration building (City Hall) and a municipal maintenance building (see exhibit, facing page). The administration buildings house the administration, police, and, in Burnsville and Apple Valley, the fire department.

The administration buildings are not generally in the center of their city, but are on local major thoroughfares. None of the alternatives would have a significant impact on the municipal buildings.

Police and Fire Protection

Each of the four cities in the Study Area has its own full-time police department.

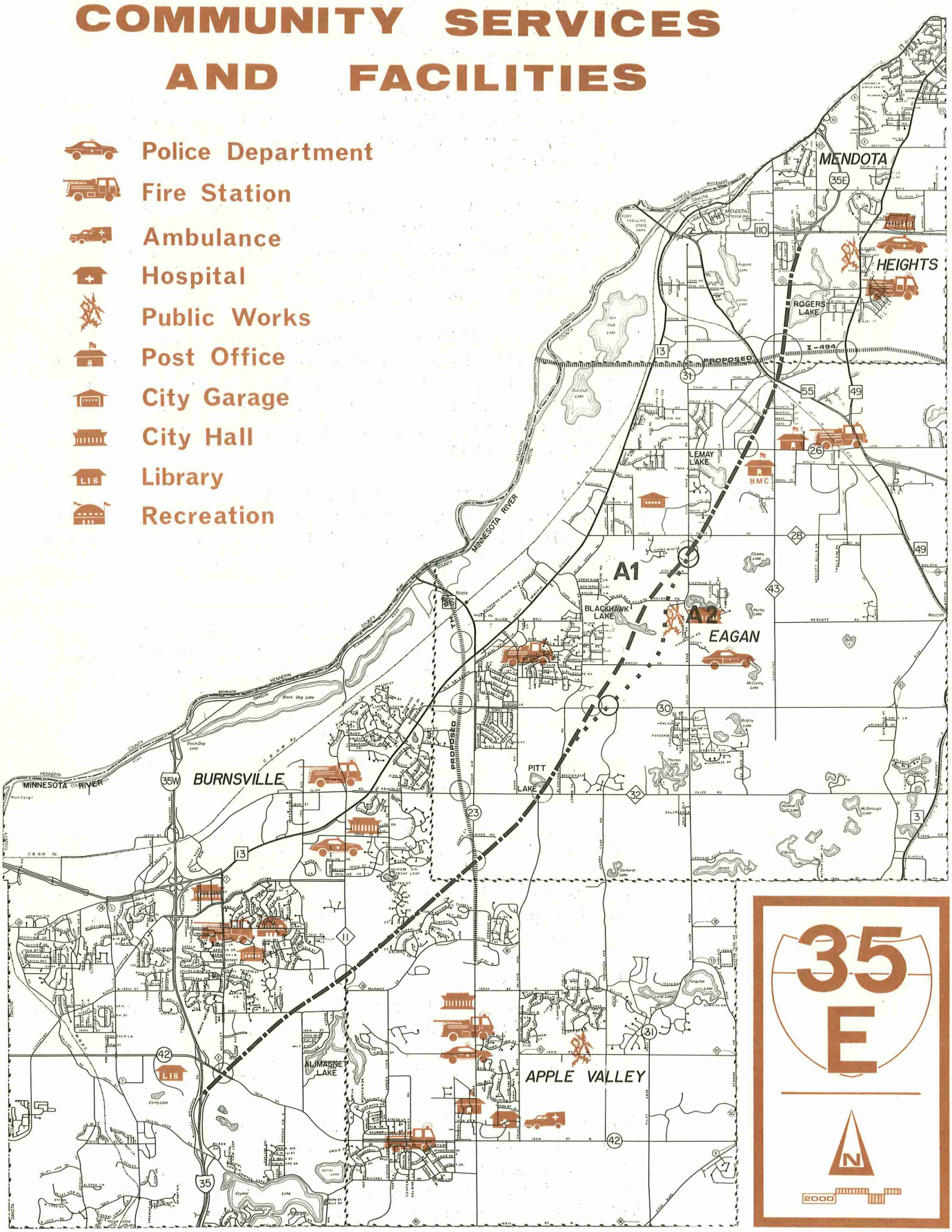
Although the police departments are independent of one another, they are related through mutual-aid pacts. They are also supported by the Dakota County Chief's Association, the Dakota County Sheriff's Association, the State Crime Bureau, and the Civil Defense System.

Apple Valley, Eagan, and Mendota Heights have volunteer fire departments. Burnsville's public safety officers are both police and firemen. Burnsville and Apple Valley house their fire departments in their city halls. Eagan and Mendota Heights house them separately.

EXHIBIT 21

COMMUNITY SERVICES AND FACILITIES

- Police Department
- Fire Station
- Ambulance
- Hospital
- Public Works
- Post Office
- City Garage
- City Hall
- Library
- Recreation



As with the police departments, the fire departments are related to those of the other local communities through mutual-aid pacts.

In addition to providing fire protection to the residents, the fire departments provide emergency care for any serious accident on either local roads or on the freeways.

The Proposed Action would not isolate any presently developed areas from police or fire protection. As the new areas develop, however, the freeway would act as a constraint that local officials must consider in planning emergency service.

The No-build Alternative would not isolate any areas. But some intersections already become saturated with traffic during rush hours, making access difficult for the police and fire departments. Access would become more difficult as the area develops and as traffic increases.

Libraries

The only library in the Study Area is the Dakota County Main Library on CSAH 42 in Burnsville. It is the main library for all of Dakota County. The county does not expect to build any new libraries in the near future.

Two mobile libraries operate out of the main library. They make regular stops in many of the neighborhoods, mainly in the northern part of the county, to bring the library facilities within walking distance to as many people as possible.

The No-build Alternative would have little impact on the library system.

The Proposed Action would not have a negative impact on the library. One of the reasons for locating the library at this location is that the directors expected the Proposed Action to give better access for the bookmobiles going to Eagan and for the residents going to the library.

Postal Facilities

Three post offices serve the Study Area. The Proposed Action would impact postal delivery only on routes that include severed roads, but the change in mileage would not be significant. The No-build Alternative would have no impact on postal delivery.

The U. S. Postal Service opened a Bulk Mailing Center (BMC) in 1975 in northern Eagan. One of the criteria used in choosing the site was the location of the Proposed Action. It would greatly ease the hauling of mail from the rail center in St. Paul to the BMC.

Shopping Centers

Existing shopping facilities are primarily grouped in small, local shopping centers scattered throughout the Study Area. All shopping requires some driving.

The Study Area contains no open regional shopping centers. Developers, however, are now building a center at the junction of CR 42 and I-35. It will be open in 1977. It will serve an area that extends north to the Minnesota and Mississippi Rivers and south to Albert Lea. The developers expect 250,000 people to support the center. It will thus be a major traffic generator with traffic in excess of 25,000 vehicle trips per day.

One of the requirements of a major center is good traffic access. The Proposed Action would aid the traffic flow to the north and east. The No-build Alternative would have no beneficial impacts, and by restricting traffic, it would have some adverse impacts.

Medical Facilities

The Study Area contains no hospitals, and the residents depend on regional facilities. Hospital care is available in St. Paul, Minneapolis, Shakopee, Farmington, Bloomington, and South St. Paul.

Fairview Community Hospitals is now building a complete medical complex at 138th Street and Nicollet Avenue in Burnsville. (see Area #9, Exhibit 25, page 77). It will have a hospital, a nursing home, ambulance service, and several clinics. Some of these facilities should be open by 1977 or 1978 and the complex should be complete by 1984.[1]

Ambulance services within the Study Area are available from two sources. It is also available from a private service located outside of the Study Area.

The Proposed Action would not have any significant impact on any present medical facilities, but would provide better access to facilities outside of the Study Area.

The future Fairview medical complex will be a regional facility, and will probably generate a significant amount of traffic. The Proposed Action would substantially benefit the medical complex by providing safe and convenient access to the site.

Cemeteries

The Study Area contains 9 cemeteries. The Proposed Action would affect none of them.

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[1] The Ridges, Brauer and Associates, Inc. 1974. p. 28

Schools

The Study Area includes parts of four school districts: Districts #191, #194, #196, and #197.

The Study Area contains 15 elementary schools, three junior high schools, and three senior high schools. Of these, St. Thomas Academy in Mendota Heights is the only private school.

The Proposed Action would not impact the schools. The nearest school to either of the two alternatives is St. Thomas Academy, about 1,000 feet from the Proposed Action corridor. At this distance noise would not be a problem.

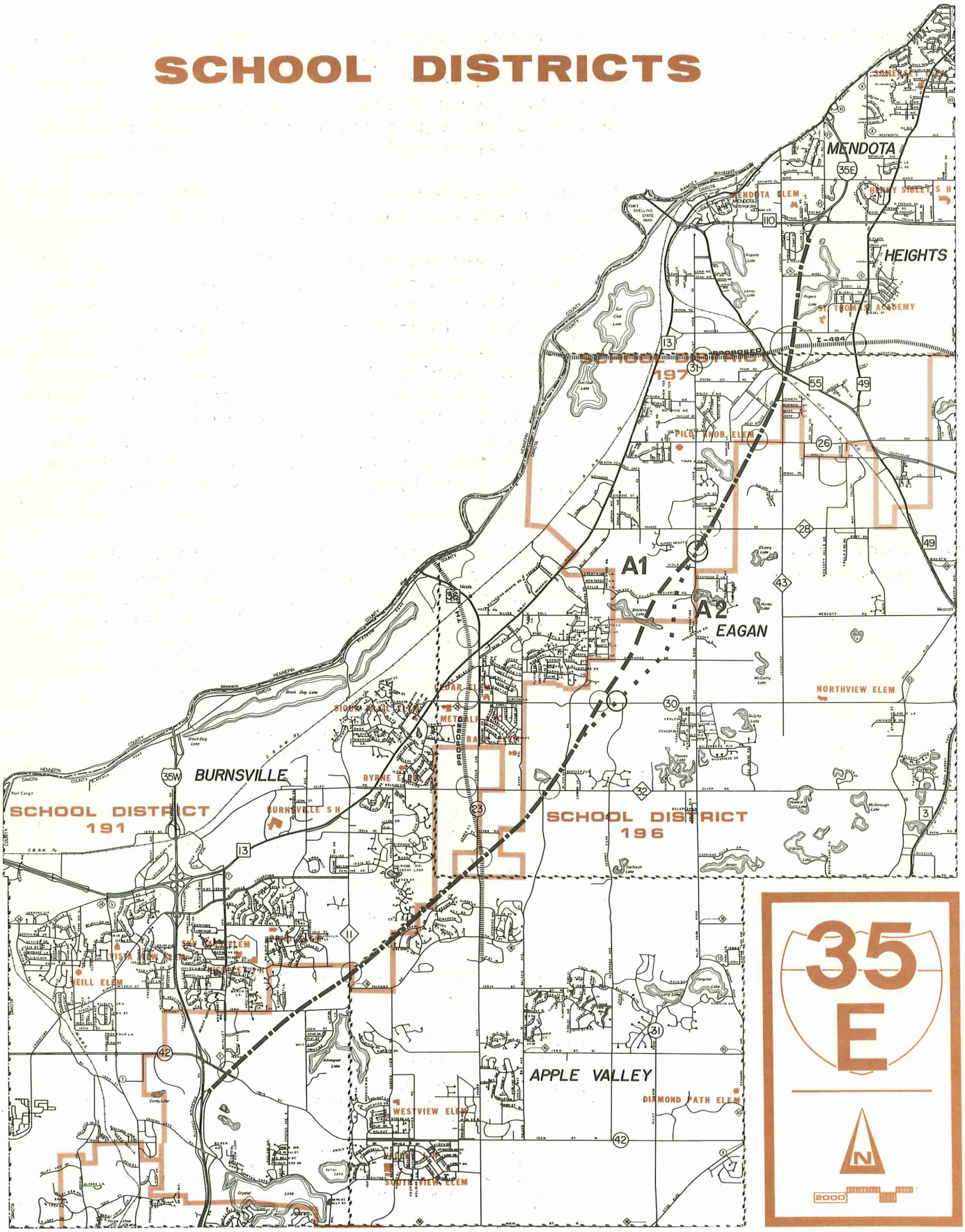
Construction of this project would sever three roads and might require changing the school bus routes, but it would not isolate any presently developed areas. As new areas develop, however, the highway would be a constraint to be considered in bus route planning.

The school districts have already anticipated this problem, and in 1969 the Minnesota Legislature passed permissive legislation that allowed Independent School Districts #191 and #196 to exchange territory and to establish their common boundary along the centerline of the proposed highway action. At that time they could not agree on how to equitably exchange areas of equal student populations and tax-lands, and they dropped the issue.

Since then the Legislature has changed the school funding laws, and the need for the school districts to balance the number of students with an appropriate amount of tax land is no longer critical. Realigning the boundaries along the highway centerline would reduce the probability of isolating new areas as they develop.

The No-build Alternative would have no direct impacts on the schools. As the traffic increases, however, it could cause safety problems. The potential of this problem can be seen by reviewing the build versus the no-build traffic volumes on the local road system (see pages 11 and 12).

SCHOOL DISTRICTS



Historical Society Review

The Minnesota Historical Society (MHS), under an agreement with the State Highway Department and the Federal Highway Administration, conducts archeological Reconnaissance surveys of the proposed highway projects. The MHS reviews a proposed project's potential impact on sites of archeological, or cultural significance.

The MHS also surveys a project's potential impact to sites of historical and architectural significance.

The MHS surveyed the Proposed Action corridor in 1974. The Exhibit on the facing page shows the location of the known sites of significance within and adjacent to the Study Area, identified by the Historical Society. The State Historical Preservation Officer and the Federal Highway Administration conclude that the Proposed Action will have no effect upon any properties possessing historical, architectural, archeological, or cultural value which are included in or are eligible for inclusion in the National Register of Historic Places. See Appendix A for letter from the State Historic Preservation Officer.

Unrecorded Discoveries During Construction

If construction operations uncover any unrecorded archeological remains, the State Highway Department construction specifications require that the contractor restrict or suspend operations in the immediate are of the discovery until the State Historical Society can study the discovery, determine its value, and develop a method of preserving it.

TABLE 13

CULTURAL SITES IN BURNSVILLE, EAGAN, APPLE VALLEY, AND MENDOTA HEIGHTS

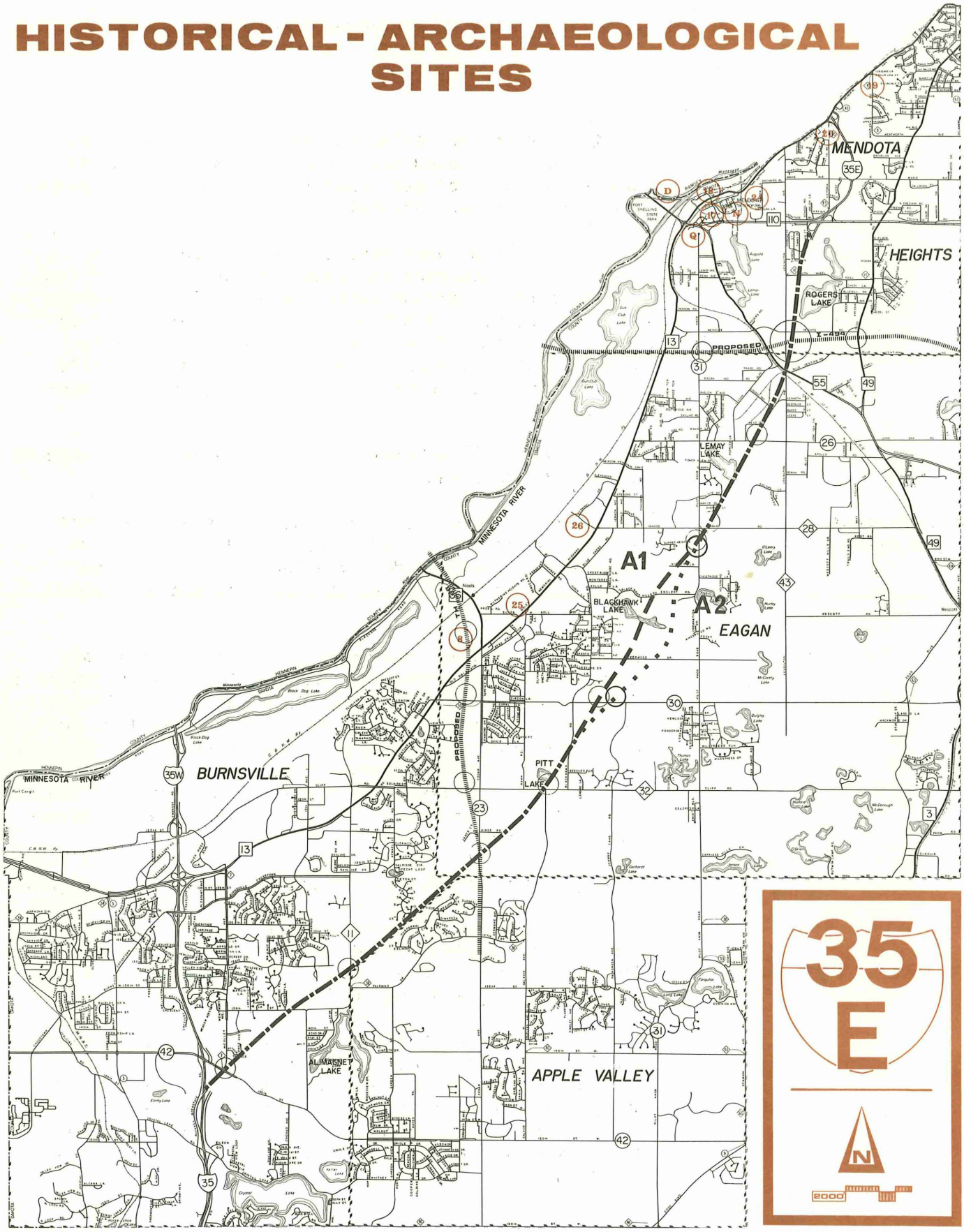
MAP SYMBOL	SITE NO. OR NAME	LOCATION	SITE TYPE	CONDITION	STATUS
8	DK-8	EAGAN	Burial Mounds	Disturbed	Under Consid., SP. 1925
17	DK-17	MENDOTA	Burial Mounds	Disturbed	I
18	DK-18	MENDOTA	Burial Mounds	Disturbed	U
19	DK-19	MENDOTA HEIGHTS	Burial Mounds	Disturbed	I
20	DK-20	MENDOTA HEIGHTS	Burial Mounds	Disturbed	U
24	DK-24	MENDOTA HEIGHTS	Historic Army Cantonment	Excellent	P*
25	DK-25	EAGAN	Historic Aboriginal Burials	Disturbed	U
26	DK-26	EAGAN	Historic Aboriginal Burials	Disturbed	U
D	Old Fort Snelling Historic District	Jct. Minn. & Miss. Rivers	Military	Restored	P*
Q	Pilot Knob	MENDOTA HEIGHTS	Historic Landmark	Excellent	?
N	Old Mendota Historic District, Mendota	MENDOTA	Historic	Excellent	P*

NO SITES RECORDED IN BURNSVILLE OR APPLE VALLEY

SITE STATUS DESIGNATIONS:

U—Unknown, Investigation Required To Determine Status.
P—Preservation, Unique And/Or Significant Site—Should Not Be Disturbed.
S—Salvageable, Significant But May Be "Mitigated" Through Salvage, Excavation Or Moving.
I—Insignificant, Site Thin Or Disturbed Requiring No Further Consideration.
*—National Registrar.

HISTORICAL - ARCHAEOLOGICAL SITES



RECREATIONAL OPEN SPACE

In this report we define recreational open space as land and water resources, such as parks, recreation areas, or game refuges, specifically designed to allow and encourage recreational activity.

This project has been reviewed by the appropriate agencies to determine the possible involvement of land and properties falling under the provision of Section 4(f) of the U.S. Department of Transportation Act of 1966. It does not require the use of any publicly owned lands from a park, recreational area, wildlife or waterfowl refuge of national, state, or local significance.

The following is a brief review of the extent of impacts to open space areas.

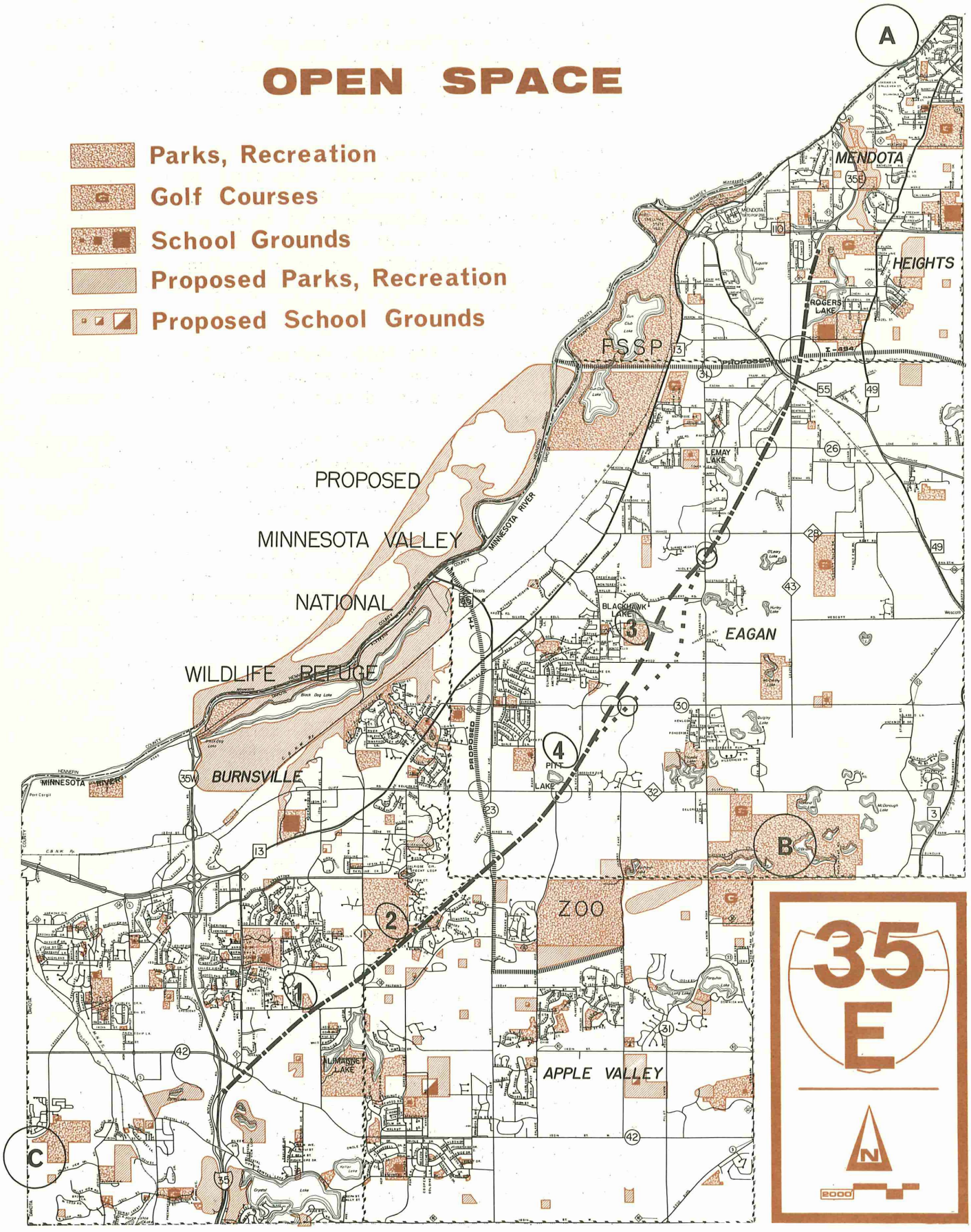
Local Recreation Open Space

Three local recreation open space areas are adjacent to the corridor of Alternative A1 and two areas are adjacent to the corridor of Alternative A2. These areas serve a limited use to the immediate neighborhood or community.

Burnsville owns an area north of 138th St. (Area #1, Exhibit 24). A letter from Burnsville, dated December 3, 1970, states, "The terrain in this region is quite rolling and there are no specified plans at this time for development for organized play activities. For the most part, the land will probably remain in a natural state and be used essentially as an open space area for the immediate neighborhood." To date, they have not developed the property.

A large parcel of Burnsville public land (Area #2) lies between CR 11 and the proposed corridor. The land was to be a public golf course, but in 1974 the citizens of Burnsville defeated a bond issue to finance the construction. The land is now undeveloped, and Burnsville is not considering any specific plans for it.

A 40 acre Eagan park (Area #3) abuts the Alternative A1 corridor near Blackhawk Lake. The owner-developer of the land on the south and east sides of Blackhawk Lake has proposed a trail around the lake. The trail would pass under the Blackhawk Lake bridge and would connect the park with the area to the east of the Alternative A1 alignment.


OPEN SPACE
Parks, Recreation
Golf Courses
School Grounds
Proposed Parks, Recreation
Proposed School Grounds
PROPOSED
MINNESOTA VALLEY
NATIONAL
WILDLIFE REFUGE
MINNESOTA RIVER
BURNSVILLE
MENDOTA HEIGHTS
EAGAN
APPLE VALLEY
ZOO
FSSP
ROGERS LAKE
LEMAY LAKE
BLACKHAWK LAKE
PITT LAKE
LILYDALE LAKE
A
B
C
1
2
3
4
35E
N
2000

Eagan anticipates that the park will have picnic facilities and nature trails. The active uses would be near the northwest corner of the park and the highway would not significantly impact them. Alternative A2 would not have any direct impacts on the park.

A proposed trail (Area #4) would intersect the Proposed Action near Blackhawk Road. The trail would follow a powerline easement through Eagan and into Burnsville. The State Highway Department is cooperating with the City of Eagan to coordinate the design of the two facilities. Eagan does not currently have any jurisdiction over the trail but proposes to acquire the property at a future date.

The remainder of the local recreation areas are scattered throughout the Study Area. None of the alternatives would have any direct impacts on any of them.

Regional Recreation Open Space

In the Twin Cities Metropolitan Area, regional recreation open space is any area that the Metropolitan Council has determined to be of regional significance. Three such areas are in or adjacent to the Study Area.

Ramsey County is developing the Lillydale Regional Park (Area A) between Mendota Heights and the Mississippi River. Lebanon Hills Park (Area B) is on the southern border of Eagan and connects to the Minnesota Zoological Garden. Murphy-Hanrahan Park (Area C) is along the southwest edge of the Study Area, but the majority of its land is in Savage and Credit River.

The Lillydale Park is about 300 acres. Lebanon Hills and Murphy-Hanrahan Parks are considerably larger at 2,200 and 2,700 acres, respectively.

The Proposed Action would not directly impact any of the three regional parks and would not generate a significant increase in their use. Improved access, however, would aid some open space users.

State Recreational Open Space

Two open space areas of State significance are in the Study Area. The Fort Snelling State Park (FSSP, Exhibit 24) is in the Minnesota River bottoms along the northern edge of the Study Area. The Minnesota Zoological Gardens (Zoo, Exhibit 24) is near the center of the Study Area, in northern Apple Valley.

The portion of the Fort Snelling State Park in the Study Area is relatively undeveloped. The Proposed Action would not impact this open space area. The No-build Alternative would have a minor negative impact of increased highway related pollutants caused by a higher volume of traffic on TH 13.

Minnesota Zoological Gardens

The Minnesota Zoological Gardens will be one of the major open space and cultural attractions in the Study Area. The Minnesota Zoological Board estimates that this 480 acre zoo will attract 1.3 million visitors per year after it opens in 1977. They expect that by the year 2000 it will attract 2.2 million visitors per year.

The zoo will be a major traffic generator. On summer peak days, it could generate as much as 8,000 to 9,000 vehicles per day. It will generate very little traffic in the colder months.

The Zoo Board believes that most of the traffic will originate from, or at least funnel through, the Twin City Metropolitan Area, and that the traffic will use the major freeways and highways to get to the zoo. They believe that 90 per cent of all zoo traffic will approach the site by way of I-35W, I-35E, and TH 36 (Cedar Avenue) when they are all complete.

The Proposed Action, then, would have a positive impact on the zoo. "One of the primary reasons for selecting this site was the fact that I-35E would be accessible as a major traffic mover, both to and from the zoo site."[1] Since the closest part of the zoo is almost a mile from the highway corridor, the Proposed Action would not have any direct negative impact on it.

The No-build Alternative would have a negative impact on the zoo; it would not provide the major access from St. Paul that is needed for such a large traffic generator. It would not significantly affect the traffic from Minneapolis that would use I-35W or TH 36.

National Recreation Open Space

No recreation open spaces of national significance are in the Study Area. The U. S. Department of Interior, Fish and Wildlife Service, however, has proposed a large wildlife area in and adjacent to the Study Area.

The proposed Minnesota Valley National Wildlife Refuge (Exhibit 24) stretches along the river valley from Carver to Eagan. Management responsibilities will be shared by the various political subdivisions along the river, but the majority of the responsibility will belong to the Fish and Wildlife Service, who will manage it as a National Wildlife Refuge. The Fish and Wildlife Service is now preparing an environmental impact statement for the proposed area.

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[1] Letter from Donald D. Bridgewater, Director, Minnesota Zoological Garden, March 6, 1974.

The Proposed Action would not have any direct or indirect impacts to any existing or proposed National Recreational Open Spaces. The No-build Alternative would possibly have a minor impact of increased pollution from increased traffic on TH 13.

Private Recreation Open Spaces

The Proposed Action would impact the Mendakota Country Club which is in the southeast quadrant of the I-35E and TH 110 interchange. Highways border three of its sides. The corridor of the Proposed Action abuts the golf course, but of the three adjacent highway corridors, the I-35E corridor is the farthest away from the areas of active use.

An undeveloped buffer of land lies between the fairways and the corridor. The negative visual impact of the corridors would be minimized with landscaping.

Introduction

This section considers the physical appearance of the Proposed Action and the impacts on the beauty of the Study Area. It will also discuss a landscape concept plan to reduce the impacts and to help blend the Proposed Action into the surrounding natural landscape.

The integration of a highway into the landscape is important to both the driver and the resident. The pleasure of driving and the feeling of safety depends, in part, on how well the highway blends into the landscape. Pleasant views and diverse landscapes are visually more stimulating and appealing to the driver and are, therefore, more desirable. A well planned highway might also minimize the negative attitudes of nearby residents.

The Study Area

The far northern part of the Study Area is a broad and generally undeveloped river valley. The central part is a band of steep hills, ponds, lakes, and woods. The southern part is an area of rolling hills, grasslands, and farms. It is also a growing, urbanizing portion of the Twin City Metropolitan Area, and so, it is quickly becoming an area of residential, commercial, and industrial developments. Large areas that were formerly farms or woods are now interspersed with industrial parks, shopping centers, or housing developments.

View of the Road

Sensitive Human Areas

The view of the road includes the visual impacts of the Proposed Action on the Study Area residents and on the sensitive human areas such as homes and parks.

The principal components of the view of the road include its surface, structures, lights, and the cut and fill areas of the roadway. The viewer's perception of the highway depends on factors such as the setting, the weather, and the distance from the highway. The evaluation of the view of the road depends on the attitudes of the viewer, on his physical point of view, on how well the highway blends with the surrounding topography, and on the purposes of the adjacent sensitive human areas.

The most sensitive areas are residences. Other sensitive human activity areas are hospitals, schools, churches, parks, and public places.

The Proposed Action would impact the view for four existing housing developments, an existing golf course, three planned open space areas, and the Ridges medical complex. The remaining adjacent lands are undeveloped.

Residential Areas

The housing areas would all require noise attenuation (sound barriers) that would also act as sight barriers to existing views.

The highway corridor would pass through open, undeveloped land in the vicinity of Valley View Heights (Area #1, Exhibit 25) and the Lexington Avenue (Area #2) residential areas. The topography at these two locations would place the highway considerably lower than the homes.

Near Valley View Heights, the highway would lie in a natural low area which would allow visual and noise screening without obscuring the view to the opposite hill. Near Lexington Avenue, it would be depressed in a flat area with the resulting noise and visual screening acting as a complete barrier to the view of the opposite side of the highway. As the opposite side land use at this point is industrial, the aesthetic view could result in a positive impact.

Adjacent to the Palomino Hills (Area 3) and Ville du Parc (Area 4) residential areas, the Proposed Action would pass through rolling terrain and would require extensive clearing of vegetation. Because of the rolling topography, the freeway would be alternately elevated and depressed. Total depression is not possible because of drainage restraints along this area.

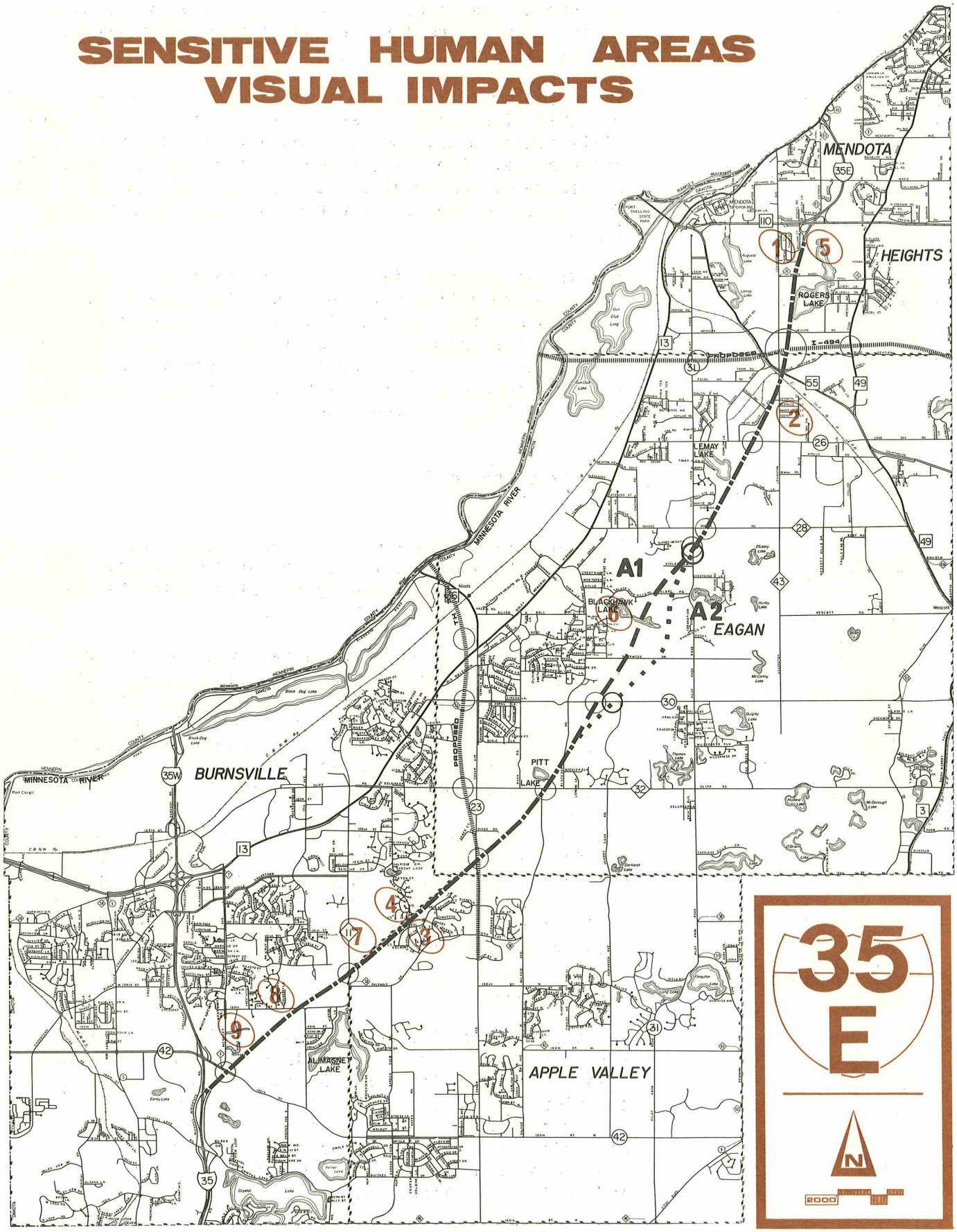
Country Club

The Mendakota Country Club (Area 5) is adjacent to the Proposed Action at the junction with TH 110. The partially constructed alignment south of TH 110 has existed for several years. A vegetative barrier along the golf course edge would minimize the view of the freeway.

Blackhawk Lake

Alternative A1 would bridge Blackhawk Lake (Area 6) near the lake's narrowest point. Because the bridge is elevated over the natural topography as it crosses the lake, users of Eagan's recreation area along the southwestern edge of the lake would be aware of the visual intrusion of the bridge. The bridge would also disrupt the view for the residents who live on the hills surrounding the lake.

SENSITIVE HUMAN AREAS
VISUAL IMPACTS



Alternative A2 would have less visual impact to the Blackhawk Lake area. It would pass through the hills to the east of the lake, blending more naturally with the existing topography of the lake basin.

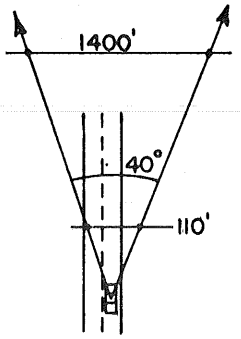
Burnsville Open Space

The Proposed Action would lie adjacent to the two parcels of public land (Areas 7 and 8) which the City of Burnsville plans to develop, and would impact the view from these areas. The city, however, acquired the lands with knowledge of the freeway location and has indicated that development of the areas would consider the potential impacts.

The Ridges Medical Complex

The Ridges hospital (Area 9) would be directly against the Proposed Action alignment, but the impacts would probably be small because the plans for the hospital consider the proposed freeway location. The hospital development plan indicated that the hospital buildings would be completely climate controlled and could withstand the impact of the freeway.

View From The Road

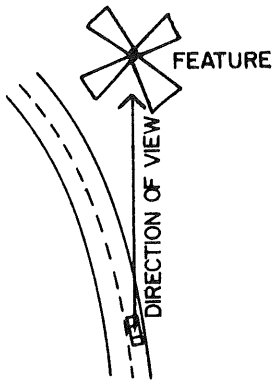


Design Speed

The motorist's view from the road is affected by the speed of the vehicle, the design of the roadway, and the elevation of the roadway in relation to the surrounding area.

As the motorist's speed increases, the foreground details fade rapidly and moving objects blend. The driver does not see clearly except in the distance. At a speed of 60 miles per hour (mph), the motorist's vision is adequate only within an angle of 40 degrees and at a distance between 110 and 1,400 feet--an interval that is traveled in less than 15 seconds.

The horizontal and vertical alignment of the roadway greatly determines the direction of the view for the motorist. While passengers have a wide sweep of vision, the driver must operate within a narrow cone of vision centered on the roadway ahead. He can view only those features that are within that cone. He can, however, see features that lie directly ahead on a curved roadway.



The elevation of the roadway in relation to its surroundings determines the boundaries of the view available to the motorist. A depressed roadway encloses the view; the lines of the noise walls or of the backslopes converging in the distance, focus the driver's attention on the roadway ahead. Only careful landscaping of the enclosure can break up the strong lines and relieve the monotony.

Elevated roadways allow a panoramic view. The foreground objects do not block distant views, and there is no sense of boundary restrictions.

Alternative A1 is depressed as it approaches Blackhawk Lake. The motorist would be aware of the lake only momentarily as he crossed the bridge. Alternative A2 would reveal the lake for a longer period of time and would provide a better view of the lake for the motorist.

The types and variety of features in a view determines its quality. Generally, the motorist will consider natural features such as water or woodlands, or sites of historic or architectural significance, such as churches and schools, as being of a better quality than those of commercial, industrial, or multi-family housing developments, or of gravel pits or billboards.

Generally, the quality of the view increases as the variety increases. The Proposed Action would run through a rugged landscape, and the view from the roadway would change rapidly. The differing colors, textures, and shapes of the Study Area's hills, ponds, woodlands, and farms would provide enough variety for a high quality view.

The natural view from the road will be eventually lost to urbanized development. The degree of change will depend on the amount of consideration given the roadway in the planning of the adjacent land uses.

Actions to Minimize Harm

Landscape Concept

The purposes of landscaping are to minimize the highway impacts and blend the roadway into the natural setting, to reduce the future roadside maintenance and potential safety hazards, and to reduce noise in order to create a more aesthetically pleasing and functional highway.

The following are the principles on which the landscaping plan is based:

1. As much of the existing vegetation as possible would be retained. These existing materials are usually of high quality. They include oak, elm, ash, maple, and evergreen trees.

2. Plant materials would be used individually and in masses to provide interesting and attractive views.

3. Boulevard plantings (large decidious trees such as ash or maple) would be used on freeway right-of-way, next to a frontage road to provide a visual buffer.

4. Mass plantings would be used:

   - to naturalize the slope areas and to break the monotonous view of the noise walls for the residents. For the motorist, plantings should undulate and vary in form to create a visually interesting, and safe, travel corridor.

   - to integrate bridge structures into the slopes by planting near abutments. These plantings would receive a good mulch of wood chips to reduce maintenance, aid plant growth, and improve appearance.

   - to increase the survival rate of plant material, which, when in a mass, tend to be more protected from elements. Most damage occurs on the edges.

5. The species of plant material--ground covers, shrubs, vines, trees, or grasses--would be selected to provide food for wildlife, particularly song birds.

The soils, slopes, sun, moisture, orientation, exposure, and drainage vary at each planting site; therefore, the landscape plan would give special consideration to the selection of plant species at each site to ensure survival.

The landscape plan would also consider the visual qualities of the plants such as texture, size, form, seasonal color changes, and density. It would also consider the plant's tolerance to de-icing salts and other contaminants and to their tolerance to temperature extremes.

Both motorists and nearby residents desire an attractive highway; the motorist expects to have a pleasing view of the road; the resident desires to see a pleasant view to preserve his property value and to maintain his quality of life. Proper plant selection, design, installation, and maintenance would help safeguard these values.

For a further discussion of the impacts to aesthetics, see Aesthetic Evaluation and Landscape Concept, I-35E in Dakota County, Office of Environmental Services, Minnesota Highway Department, 1975.

Introduction

The basic demographic data for the Study Area is from the 1970 U.S. Census Data. The State Highway Department, however, conducted a survey[1] which indicated that more than 60 percent of the Study Area residents did not live in the Study Area in 1970.

The major reason for the number of new residents is the substantial population growth in the Study Area communities. The Study Area grew from 45,005 persons in 1970 to 71,533 persons by 1975, a 59 per cent increase in five years.

Based on an analysis of area housing construction (housing costs reflecting the medium and high income characteristics of the residents coupled with a lack of low income construction), it appears that current population composition should be generally similar to the 1970 Census Data. The 1970 Census Data therefore describes the population characteristics while the State Highway Department survey describes the housing and employment characteristics.

TABLE 14

	Study Area	SMSA
AGE		
Total Persons	45,005	1,813,647
18 years and younger	48.9%	38.1%
19 to 64 years	49.4%	53.2%
65 years and older	1.7%	8.7%
MARITAL STATUS		
Total Persons 14 years and Older	26,858	1,294,298
Married	76.5%	62.2%
Unmarried	23.5%	37.8%

[1] Transportation and Attitude Survey for Interstate 35E in Dakota County, Minnesota, 1976. Minnesota Highway Department

Age

The Study Area population is young; almost half are 18 years or younger; less than 2 per cent are 65 years or older. More than three-fourths older than 14 years are married.

The 1970 census shows that the elderly persons are not concentrated. Thus the Proposed Action would have no impact on elderly persons.

TABLE 15

RACE		
	Study Area	SMSA
Total Persons	45,005	1,813,647
White	99.4%	97.2%
Non-White	0.6%	2.8%
SPANISH LANGUAGE SPEAKING PEOPLE		
Total Persons	45,068	1,813,647
Persons Speaking Spanish	0.4%	0.9%
NATIVITY AND PARENTAGE		
Totals Persons	45,068	1,813,647
Native of Native Parentage	89.9%	92.3%
Native of Foreign or Mixed Parentage	8.6%	3.0%
Foreign Born	1.5%	3.0%

Minorities

The 1970 census does not indicate any concentrations of racial or ethnic minorities. The Study Area population contains a very low percentage of non-white, Spanish speaking, or foreign-born persons. Ninety percent were born of native-born parents.

The impacts on racial or ethnic minorities, then, would be small and isolated.

TABLE 16

SCHOOL ENROLLMENT

	Study Area	SMSA
Total enrolled, 3 to 34 years	15,968	570,078
Nursery	3.2%	2.1%
Kindergarten	8.4%	6.2%
Elementary	62.7%	54.3%
High School	19.8%	23.9%
College	5.9%	13.6%

SCHOOL YEARS COMPLETED

	Study Area	SMSA
Total persons 25 Years and older	20,443	928,219
Less than elementary	2.0%	6.4%
Completed Elementary	14.3%	27.5%
Completed High School	59.7%	51.3%
Completed College	24.0%	14.8%
Median school years completed	13.1%	12.4%

Education

School enrollment is predominantly in elementary school. This correlates to the high percentage of young people in the Study Area. A majority of the population over 25 years has completed high school, and many have completed college. The Study Area has a significantly larger percentage of college educated persons than the total SMSA has.

Special Groups

All bridges over I-35E will have sidewalks or will have provision for the addition of sidewalks and will therefore not impact pedestrians or bicyclists.

The Study Area is now highly dependent on automobiles for transportation. The Proposed Action would not change this dependency and would not, therefore, create any signficant changes in the mobility or lifestyles of nondrivers or those dependent on public transportation. Population density, a factor in the efficiency of public transportation, will probably remain low.

The Proposed Action would not directly impact community services and facilities for the handicapped or illiterate persons. An increase in urbanization, however, would result in an increase in the number and in diversity of services.

TABLE 17

OCCUPATION		
	Study Area	SMSA
Total All Workers	16,129	759,606
White Collar Workers	67.4%	56.7%
Blue Collar Workers	32.6%	43.3%
INCOME		
Median Family Income	$13,825	$11,682
Median Unrelated Individual Income	$ 5,329	$ 3,461

Occupation

More than two-thirds of the Study Area workers are white collar workers; according to the 1970 census, the category containing the largest percentage of Study Area workers is the professional, technical, and related fields.

Income

The largest percentage of families in the Study Area earned between $10,000 and $14,000 per year in 1970. Seventy-one per cent earned between $10,000 and $24,999. The percentage of families with incomes less than $5,000 per year is very low.

TABLE 18

PLACES OF EMPLOYMENT	
Total Workers	
Anoka County	0.3%
Carver County	0.4%
Dakota County	30.0%
Hennepin County	50.0%
Ramsey County	16.0%
Scott County	2.0%
Washington County	0.5%
Rest of Minnesota	0.7%
Out of State	0.1%

The 1975 survey showed that 70 percent of the workers went outside of the county to work; a breakdown by municipality shows that more than 80 percent went out of the Study Area to work. The Proposed Action would aid those workers who work in the eastern portion of the metropolitan area. The industrial area of Eagan is becoming increasingly important and is drawing more of the workers. The Proposed Action would provide access both from the southern areas and from Ramsey and Washington Counties. Many of the Eagan industrial area workers are local workers from the Study Area.

The No-build Alternative would not directly impact the present access of the workers to the employment areas of the metropolitan area, but as traffic increases, it would not provide the necessary access.

NEIGHBORHOODS

Description

Until the 1950's the Study Area was generally a rural and sparsely populated area. Portions of Mendota Heights and a strip along TH 13 were the only significantly developed parts of the Study Area. Since then the area has grown steadily and rapidly.

Most of the growth has been in defined groups and clusters of homes built by developers. The Study Area neighborhoods generally identify with these groups and clusters.

Impacts

The corridor for the Proposed Action has been a part of the Study Area since 1959. As the section on land use planning shows (page 14), the Study Area communities have prevented development of the corridor, and as the area grew, the neighborhoods developed around it.

The Proposed Action, then, would not impact neighborhood cohesion by isolating or by bisecting any established neighborhoods.

HOUSING

The Study Area now contains over 20,000 residences and is growing so rapidly that the 1970 census tract data is too far out of date to provide a valid analysis of the housing.

The 1975 Transportation Information and Attitude Survey, however, provides a good indication of the type and age of the housing.

TABLE 19

	Apple Valley	Burnsville	Eagan	Mendota Heights	Study Area
TYPE OF DWELLING					
Single family farm or single family residence	77%	66%	67%	98%	70%
Multiple family residence	5%	14%	19%	2%	12%
Townhouse or Condominium	8%	15%	14%	0	13%
Mobile Home	10%	5%	0	0	5%
LENGTH OF RESIDENCE					
5 years or less	62%	62%	62%	33%	61%
6 to 10 years	29%	25%	17%	24%	24%
11 years or more	9%	13%	21%	43%	15%

The survey indicated that 61 percent of the residents had lived in the Study Area five years or less, 85 per cent have lived in the Study Area 10 years or less. The survey also indicated that 86 per cent own or are buying their homes. The indication, then, is that the Study Area contains a large number of single family homes that are 10 years old or newer.

Impacts

The two alternatives of the Proposed Action would each require purchasing residences as a part of the right-of-way requirements.

TABLE 20

RESIDENCES REQUIRED FOR RIGHT OF WAY BY VALUE

	Alternative A1	Alternative A2
Under $25,000	4	6
$25,000 to $50,000	10	12
$50,000 and over	6	7
Total	20	25

Alternative A1 would require 20 residences and Alternative A2 would require 25 residences. A residence is defined as a single-family home, a mobile home, or a farmstead. Neither of the build alternatives would require any multiple-family residences such as apartment buildings or duplexes. The No-build Alternative would not require any homes. Residents from four homes have already been relocated.

TABLE 21

RESIDENCES REQUIRED FOR RIGHT OF WAY

BY MUNICIPALITY

	Alternative A1	Alternative A2
Apple Valley	1	1
Burnsville	0	0
Eagan	16	21
Mendota Heights	3	3
Total	20	25

For a comprehensive discussion of socio-economic impacts, see I-35E Dakota County Social Economic Report, January 1976, Minnesota Highway Department.

Right of Way Requirements

The Proposed Action would require converting approximately 1100 acres of land, currently not used for transportation, to highway right of way. It would also incorporate an additional 100 acres of existing roadway into the freeway design to perpetuate the local street system.

TABLE 22

LAND USES DISPLACED BY THE PROPOSED ACTION

EXISTING LAND USE	ALTERNATE 1		ALTERNATE 2	
	ACRES	BUILDINGS	ACRES	BUILDINGS
INDUSTRIAL	58	0	58	0
COMMERCIAL	3	0	3	0
RESIDENTIAL	78	20	84	25
TAX EXEMPT	31	0	31	0
PUBLIC ROADS	100	0	105	0
UNDEVELOPED	909	0	913	0

Existing Land Use Impacts

Table 22 catagorizes the land uses impacted.

The amount of undeveloped land is high because the Study Area communities have not allowed development to occur in most of the corridor. An exception to the municipal control is the residential development along Alternative A2. The Alternative A2 design is a recent modification of the Proposed Action which have not had the protection of long term development restraints.

The differences between the impacts of land displacement by the Alternate designs occurs only to residential property.

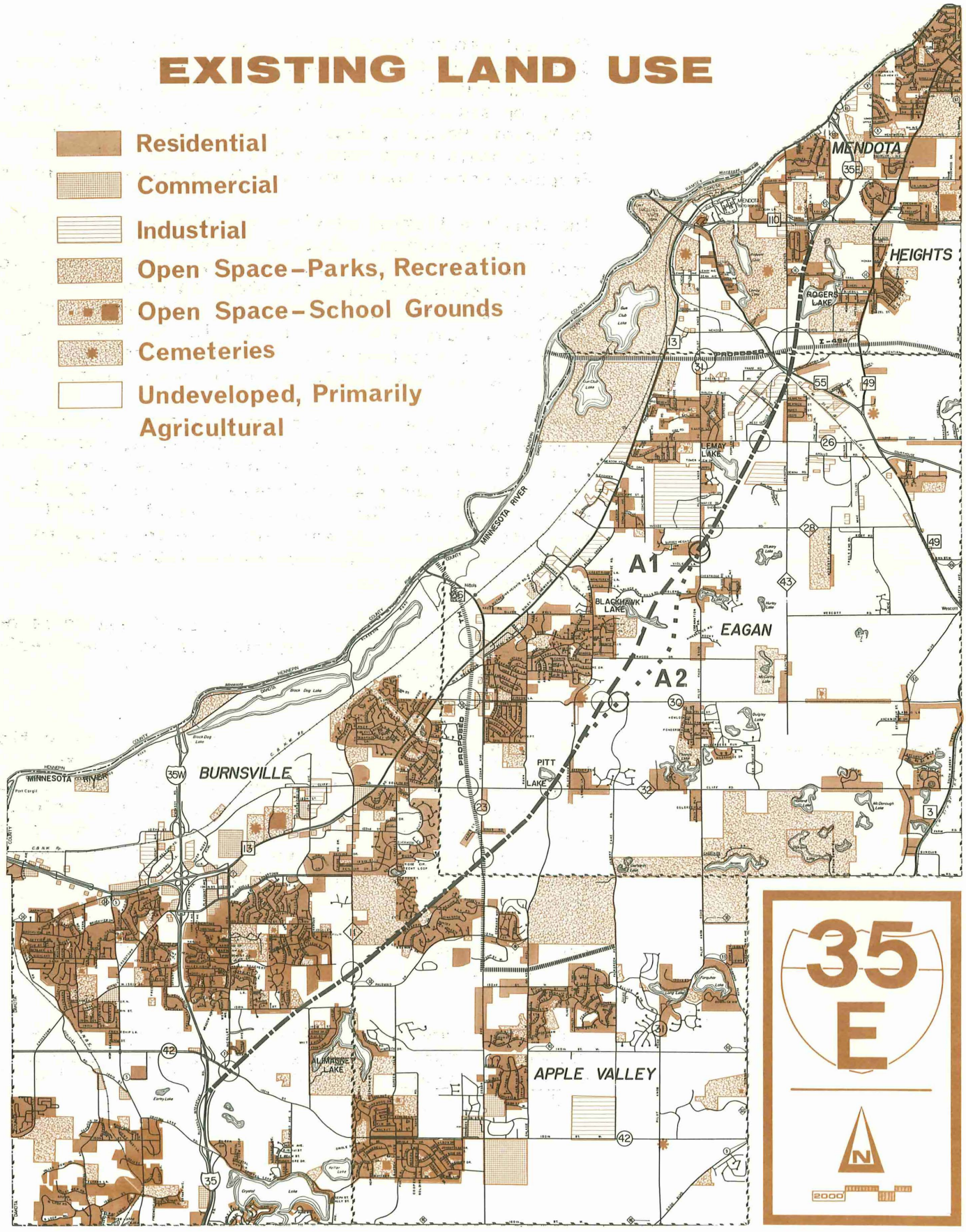
The commercial and industrial land displaced is vacant land contiguous to active industrial land uses. No commercial or industrial buildings or facilities would be displaced.

Approximately 37 percent of the total right of way for the Proposed Action has been acquired at a cost of $2,500,000. Almost all of the right of way has been acquired between I-35 and CSAH 23 (Cedar Ave.-future TH 36). On the north end of the Proposed Action most of the right of way between CSAH 26 and TH 110 has been acquired.

The total right of way acquisition would affect 132 to 134 separate properties.

EXISTING LAND USE

- Residential
- Commercial
- Industrial
- Open Space–Parks, Recreation
- Open Space–School Grounds
- Cemeteries
- Undeveloped, Primarily Agricultural



Replacement Housing

The real estate Multiple Listing Service area 730, Dakota County--Mendota Heights, seems to be the most acceptable market listing of properties for sale near the proposed project. This area includes the cities of Mendota Heights, Eagan, Apple Valley, and Rosemount. The residents whose homes would be required by the Proposed Action would most likely relocate in this area.

The Multiple Listing Service indicates a strong real estate sales market. Housing is available which would meet the decent, safe, and sanitary criteria and which would be reasonably close to shopping areas, churches, schools, and community facilities. The large number and the variety of homes for sale in the area would minimize the problems of the relocating residents in finding a new home within their financial means.

Should any of the residents indicate that they would rather rent than re-purchase another home, the rental market is very favorable. Rental agencies provide free listings and free assistance in finding apartments or houses. The Highway Department District Relocation Office also maintains a current list of available housing. The list is available to any relocatee at any time.

Neither of the build alternatives would require relocating any commercial, industrial, or other non-residential establistments.

Relocation Assistance

The State Highway Department would assign a Relocation Advisor to aid any residents who are required to move. The Relocation Office would ensure that relocation of all residents without regard to race, color, creed, or national origin into decent, safe, and sanitary housing within the financial means of the residents. It would also ensure that the resident is able to relocate in an area that is as satisfactory as possible. Residents would be reimbursed for moving expenses, closing expenses, interest differential, and appraisers' fees.

For a more complete discussion of right of way and relocation impacts, see Right of Way Acquisition and Relocation, I-35E, May 1976, Minnesota Highway Department.

Tax Structure

The Proposed Action would impact the tax base of the municipalities and the school districts by removing approximately 1070 acres of taxable land for right of way.

Table 22 compares the total assessed valuation of each municipality and school district to the assessed valuation of the required right of way. The assessed valuation is a percentage (varying with the tax district) of the assessor's market estimate of the property.

TABLE 23

RIGHT OF WAY IMPACT ON ASSESSED VALUATION

TAX DISTRICT	TOTAL ASSESSED VALUATION	ASSESSED VALUATION OF NEEDED R/W		% OF TOTAL ASSESSED VALUATION	
		ALTERNATE 1	ALTERNATE 2	ALTERNATE 1	ALTERNATE 2
MENDOTA HEIGHTS	29,299,414	199,000	199,000	0.7	0.7
EAGAN	64,093,077	663,000	698,000	1.0	1.1
APPLE VALLEY	36,375,755	44,000	45,000	0.1	0.1
BURNSVILLE	124,611,963	224,000	224,000	0.2	0 2
SCHOOL DISTRICT 191	134,269,815	508,000	508,000	0.3	0.3
SCHOOL DISTRICT 196	89,984,079	464,000	496,000	0.5	0.6
SCHOOL DISTRICT 197	115,566,006	578,000	577,000	0.5	0.5

The impacts to the tax districts (municipalities or school districts) varies greatly. Eagan would receive the most impact; the Proposed Action would require approximately 1 percent of Eagan's property tax base. It would also impact the tax base of Dakota County, the watershed district, the Metropolitan Transit Commission, the Metropolitan Mosquito Control District, and the Metropolitan Council. They all receive funds based on property taxes. Their tax bases are so large, however, that the impact would probably be insignificant.

Impacts to Business

Study Area

Many of the businesses in the Study Area are on TH 13. Directing traffic off TH 13 and onto the Proposed Action would remove much of the traffic that now passes by these businesses. This would not, however, necessarily cause a negative impact. Research into the effects of bypassing communities and businesses indicates that bypassing itself does not necessarily have a negative impact. Bypassing usually enhances the economic environment by removing through-traffic and by reducing congestion.

The No-build alternative, however, would probably have a negative impact on Study Area businesses. A survey of Study Area businessmen indicated that for about half of them, delays in building the Proposed Action had slowed growth and increased costs.[1]

Regional

The Proposed Action would be a link in the network of highways around the seven county Twin City Metropolitan Area and would be a part of the network that connects the metropolitan area to other cities in the Upper Midwest. As such, it would have impacts beyond its termini.

A survey indicated that less than a third of the Study Area businessmen limit their market area to Dakota County. The rest said their market area includes all of the metropolitan area, the Upper midwest, or national-international areas.

The Proposed Action would also provide access for other areas such as the St. Paul Central Business District and the South St. Paul industrial area.

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[1] I-35E Dakota County Social-Economic Report, January 1976 Minnesota Highway Department

Induced Growth

The Proposed Action would induce impacts beyond the immediate corridor. Completion of the Proposed Action would provide safer and faster access to a considerable amount of undeveloped land in and around the Study Area. Better access is an important factor in the urban growth cycle. This stimulation of growth could change existing patterns of social and economic activity and could impact the natural and aesthetic resources of the area. Not building the Proposed Action would not eliminate the eventual impacts of development, but it would probably significantly delay them.

Development would likely occur first near the interchange areas and would eventually reach throughout the Study Area. Induced growth beyond the Study Area would probably extend into Lakeville, along I-35 and Cedar Avenue, and west into Savage along TH 13 and CSAH 42.

The impacts from induced growth would generally be the same as the direct impacts that construction of the Proposed Action, itself, would cause. Wildlife would suffer through the loss of habitat. Water resources would be depleted by urban site development and water resources could be degraded by additional residential, commercial, and industrial pollutants and waste waters. Aesthetic and natural terrain features would be altered and natural vegetation reduced.

If unchecked, urban development could strain existing urban services before adequate new services are offered. The social and economic impact to the communities could be substantial.

Most of these secondary impacts of the Proposed Action would be minimized through proper land use planning and through the exercise of local and regional controls on development. The Study Area communities and the Metropolitan Council are prepared to control the growth that the Proposed Action would induce.

As discussed in "Status of Land Use Planning", Section I, the Proposed Action is an important part of the Metropolitan Council's Development Framework for an orderly control of growth within the seven-county metropolitan area. The Metropolitan Council defined the Urban Services Limit as the area in which it would like to place urban growth for the most efficient use of regional services and resources.

Many of the urban services such as water and sewer are already available in the undeveloped portions of the Study Area. The impact of new growth to these areas would be less than to many other areas in the region that are not prepared for development.

The comprehensive plans of the Study Area communities and of the Metropolitan Council also address the conservation and preservation of natural areas. The ultimate impact of urbanization on the natural features will depend heavily on the controls developed and enforced by the communities.

Local comprehensive plans and the Metropolitan Development Guide control growth beyond the Urban Services Limit. Control of urban services beyond the urban service limit and the Council's influence on rural development along the urban fringe will reduce the impacts of induced development beyond the Study Area.

Impacts to St. Paul Street System

If the Proposed Action does increase the rate or amount of urbanization in Dakota County, an impact would be the increased traffic entering St. Paul. Traffic forecasts indicate that seven percent of the traffic generated on the Proposed Action south of proposed I-494 would enter the St. Paul Central Business District and another 28 percent would go to various destinations throughout the remainder of St. Paul. The traffic increase would have varying impacts depending on the status of the section of proposed I-35E in St. Paul.

Not constructing I-35E in St. Paul, but constructing the Proposed Action in Dakota County, could result in an overloading of the St. Paul street system by the combined city traffic and the Dakota County generated traffic. Among the streets impacted most would be Shepard Road, West 7th Street, Lexington Avenue, and Snelling Avenue. The construction of I-35E in St. Paul would reduce impacts on local streets by removing some of the local generated traffic.

Not constructing either of the proposed sections would reduce the Dakota County generated impacts to the St. Paul city streets. Much of the Dakota County traffic would be diverted from the proposed I-35E corridor to widely scattered alternate routes and river crossings to reach their destinations. As the alternate routes become congested, reduced accessibility could become a factor to reduce the amount of urbanization in Dakota County.

A more thorough discussion of the impacts of construction of I-35E in St. Paul will be addressed in a separate Environmental Impact Statement.

Energy Use

The exact energy use impacts that the Proposed Action would generate are difficult to predict. Some general trends, however, are apparent.

The smooth traffic flow and absence of steep grades of a freeway enable vehicles to be more fuel efficient by traveling at steadier speeds. Studies indicate that driving on a freeway uses 20 percent less fuel than driving the same distance on at-grade arterial streets with traffic signals.[1] Estimates indicate that each 1 percent shift from at-grade arterials to new freeways results in a national fuel savings of 0.1 percent.

Building a new freeway in a rapidly growing area, however, might generate more highway use that would offset any gains from more efficient operation. But usage generation is difficult to quantify because movement needs are dependent on more than highway availability and quality.

The Proposed Action would encourage low density, single-family housing. This type of housing is less efficient in fuel use than multi-family housing or than apartments. Low density housing discourages the use of energy efficient mass transit systems because they are then too inefficient to be worth implementing. The Study Area has and will continue to have low population density. The year 2000 density will probably be about 2,400 people per square mile. Transit will therefore be a supplementary mode rather than a prime mover. Auto dependence will probably be high.

Construction of the Proposed Action would also require fuel for construction materials, operations, and equipment.

For a more complete discussion of energy use see Transportation Planning Report For I-35E in Dakota County, Minnesota Highway Department. April 1976 pp. 60-68.

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[1] Robert Hustad, "Mass Transit Impact on Energy Consumption," S.A.E. Special Report 383, July 1973.

SECTION IV

THE PROBABLE ADVERSE EFFECTS WHICH CANNOT BE AVOIDED

Section III discussed the significant impacts of the Proposed Action. This section will reiterate the probable adverse impacts which could not be avoided or reduced to acceptable levels.

Relocation

Residents from four homes have already been relocated. Alternative A1 would require purchasing an additional 20 residences, and Alternative A2 would require purchasing an additional 25 residences. The actual costs that residents incur during relocation would be reimbursed. The social impact of forced relocation, however, is impossible to quantify and would probably not be fully mitigated. The impacts of the Proposed Action on the residents' established life patterns would not be reduced to an acceptable level in all cases.

Property Acquisition

Alternative A1 would require purchasing 132 properties, and Alternative A2 would require purchasing 134 properties. The property owners would be reimbursed for the full market value of the property, but they would not be reimbursed for any direct or indirect social or economic impacts such as foreclosing the option of future income from their property or for any disruption of their plans.

Water Resources

The most significant impact to water resources would be the direct displacement of wetlands. Of approximately 2,300 acres of wetlands in the Study Area, approximately 28 acres would fall within the corridor of the Proposed Action and would be filled or altered.

Vegetation and Wildlife

The Proposed Action would require reshaping 280 acres of woodlands, 400 acres of grasslands, and 28 acres of wetlands, and would be an unavoidable reduction of wildlife habitat. The impact would be the greatest to the larger animals which cannot adapt to the presence of the highway or the loss of habitat. Post construction efforts would not fully mitigate the impacts to the ecosystem of Blackhawk Lake.

Aesthetics

The Proposed Action would be a visual intrusion. Post construction landscaping would not fully mitigate the loss of existing natural features.

Noise

Of the approximately 200 homes near enough to be impacted by noise from I-35E, noise abatement measures will not protect a maximum of seven isolated homes.

SECTION V

THE RELATIONSHIP BETWEEN LOCAL SHORT-TERM USES OF MAN'S ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY

Short-Term

A major impact in the construction of a highway is the relocation of people and businesses. The Proposed Action would require the relocation of people from 20 to 25 residences. It would not impact any businesses.

Several impacts would occur all through the construction period. Construction equipment and activities would cause localized air and noise pollution and water sedimentation. Bypasses and temporary lane closures would disrupt traffic on local streets. Relocation of gas, sewer, water, and electricity lines may cause a temporary disruption of service.

An immediate loss would occur to the tax base and would be directly proportional to the amount of land needed for right of way.

Long-Term

A significant long term loss to the environment would be the loss of vegetation and wetlands as wildlife habitat. An immediate loss would occur during construction. Subsequent losses would occur with increased urban development. Because the Study Area is in an urbanizing area, close to the central cities, the urban development appears inevitable. The Proposed Action, however, would likely accelerate the urban growth.

The Proposed Action would convert the land use of almost 1200 acres of land that could otherwise be used for farming, homes, commercial or industrial facilities, or open space.

Noise increases along the corridor would be a long term impact to adjacent properties. The noise would be a parameter needing consideration during future development.

The immediate gains of safety, capacity, and time savings would continue as long-term benefits. The design would consider the future growth of the area and would anticipate the long-term need. The design would avoid early obsolescence of the highway.

The Proposed Action would provide better access for the residents to a wide array of cultural, social, economic and employment opportunities.

The long-term increase in value to the remaining tax base would more than offset the short-term loss from removal of 1200 acres of taxable lands.

The long-term benefits of helping to place urban growth in its proper perspective within the Metropolitan Region would aid in the implementation of the Metropolitan Development planning process and should outweigh the losses of both the short-term impacts and the long-term impacts through more efficient use or urban services and resources.

SECTION VI

IRREVERSIBLE AND IRRETRIEVABLE COMMITMENTS OF RESOURCES

IRREVERSIBLE & IRRETRIEVABLE COMMITMENTS OF RESOURCES

The magnitude of the Proposed Action indicates a significant commitment of resources including:

1. The land required for right of way, including the freeway corridor proper, allied facilities such as interchanges and separations, and excess right of way not suitable to redevelopment.

2. Displacement of residences and utilities.

3. The material for construction such as steel, energy, cement, aggregate, and soil.

4. Manpower used in the design, construction, and maintenance.

5. Funds to design, construct, and maintain the highway.

Freeways also encourage specialized transportation related developments in the areas adjacent to the them. The freeway may facilitate the transition of land to other uses, but the community ultimately controls land use.

The improved accessibility that the Proposed Action would provide would increase the options for development.

RESPONSES TO AGENCY AND CITIZEN COMMENTS PUBLIC HEARING COMMENTS

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MINNESOTA ZOOLOGICAL GARDEN

July 8, 1976

Mr. K. K. McRae, District Engineer
Department of Highways
District Nine
3485 North Hadley Avenue
Box 2050
North St. Paul, Minnesota 55109

Re: Draft Environmental Statement for Interstate 35E
Dakota County, Minnesota

Dear Mr. McRae:

We have reviewed with interest your Draft Environmental Statement for Interstate 35E in Dakota County, Minnesota.

The Minnesota Zoological Garden strongly supports proceeding with either Alternate A1 or A2. The no build alternative is not appropriate.

As we had advised in an earlier letter to the Department of Highways, access to the zoo site was carefully reviewed in selecting the site for the Minnesota Zoological Garden. As you note on page 73 of the Draft Environmental Statement, one of the primary reasons for selecting this site was the fact that I-35E would be accessible as a major traffic move, both to and from the zoo site. I-35E will serve a major role in handling zoo related traffic.

There will be no adverse impact on the Minnesota Zoological Garden as a result of Alternate A1 or A2. There would be a serious detrimental impact on the zoo and some of the surrounding residential areas if I-35E were not available. Under the no build alternate significant traffic would have to flow through local communities to reach the zoo site.

We urge early construction of I-35E and rejection of the no build alternative.

A You should note that the Dakota County Park adjacent to the zoo site has expanded boundaries more directly relating to the zoo site. The precise dimensions should be confirmed through Dakota County.

B You should also note that a Zoo Area Development Guide produced jointly by the cities of Eagan and Apple Valley is being completed. It relates to land use issues in the

Wentworth Office Center, 33 East Wentworth Ave., West St. Paul, MN. 55118
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(612) 227-9216

area around the zoo site (including areas adjacent to I-35E) and could alter some of the land use comments.

Yours very truly,

Donald D. Bridgwater
General Director

DDB/je

A As you have suggested, we consulted with the Dakota County Park Department. According to the information they provided, I-35E will not conflict with the expanded park boundaries.

B We have reviewed the Zoo Area Development Guide as you have suggested. It does not indicate any conflict with the plans for I-35E. As the plans for I-35E develop, we will continue to coordinate our efforts with the Minnesota Zoological Garden.

For Release: 7/22/76 4:00 P.M
Business Item: B-1

METROPOLITAN COUNCIL
Suite 300 Metro Square Building, Saint Paul, Minnesota 55101

REPORT OF THE PHYSICAL DEVELOPMENT COMMITTEE
REFERRAL REPORT #76-91

July 16, 1976

TO: Metropolitan Council

SUBJECT: Draft Environmental Impact Statement on I-35E in Dakota County
Metropolitan Council Referral File #3586

At its meeting on July 15, 1976 the Physical Development Committee considered the staff report on the I-35E E.I.S.; a written response from the Minnesota Highway Department; and resolutions from Eagan, Apple Valley, and Dakota County supporting Alternate A-1. John Klein, a resident of Eagan, also spoke to the committee in favor of Alternate A-1.

After discussion the committee moved to approve the staff report with the following amendments:

1. Eliminate comment 3, under B. Environmental, on page 3, regarding the 2 alternates.
2. Eliminate Finding 4.b. on Page 4 regarding pedestrian walks on bridges.
3. Add the following sentence to Finding 2:
"However, the resolutions received from the local units of government (Dakota County, Apple Valley and Eagan) during the course of this referral are unanimously in support of Alternate A-1 and that route should be selected".

Recommendation

That this report, as amended, be forwarded to the Minnesota Highway Department as the official comments of the Metropolitan Council on the draft E.I.S. for I-35E in Dakota County.

Respectfully submitted,

Robert Hoffman, Chairman

/vv

For Release: 7/15,76; 1:30 P.M.

METROPOLITAN COUNCIL
Suite 300, Metro Square Building, Saint Paul, Minnesota 55101

MEMORANDUM July 9, 1976

TO: Physical Development Committee

FROM: Transportation Staff (Connie Kozlak)

SUBJECT: Environmental Impact Statement for I-35E, Dakota County
Metropolitan Council Referral File 3586

Attached is a staff review of this Environmental Impact Statement for your consideration. A draft has been sent to MHD and will be discussed by staff with MHD on July 13. A report on this meeting will be made at the Physical Development Committee on July 15.

This facility has been previously reviewed by the Council and does not pose any conflicts with metropolitan policies. The major issue seems to be whether the road should bridge Blackhawk Lake in Eagan (Alt. 1) or go around it (Alt. 2). If properly designed, neither alternate should have major environmental impacts and alignment preference should thus be decided locally.

RECOMMENDATION

That this report be forwarded to the Minnesota Highway Department as the official comments of the Metropolitan Council on the draft EIS for I-35E in Dakota County.

CK:lh

REVIEW OF ENVIRONMENTAL IMPACT STATEMENT FOR I-35E IN DAKOTA COUNTY

I. Authority to Review

The passage of the National Environmental Proection Act in 1970 established the requirement that an environmental impact statement (EIS) be written for all major federally-funded projects, including highways. In 1971 the Federal Highway Administration issued guidelines for preparation of highway EIS's. Either an EIS or a negative declaration statement must be prepared on any major highway project which did not have FHWA location approval prior to February, 1971. The draft EIS must be circulated to federal, state and local agencies with jurisdiction by law or special expertise with respect to any environmental impact involved, and these agencies must be given at least 45 days to return their comments. All submitted comments on the draft EIS must then be taken into account in the preparation of the final EIS.

Under state law (M.S. 473.167) the Council, after consultation with the MTC, must approve all controlled access highways as consistent with the policy plan and Development Guide. This approval will be given at the time the Council reviews the final EIS. Action on the referral before the committee should be limited to comments which can be used by MHD to improve the final document, including a determination of consistency with Council policy.

II. Project Description

In accordance with FHWA guidelines, on June 21, 1976, the Minnesota Highway Department submitted for Metropolitan Council review its draft Environmental Impact Statement for I-35E in Dakota County. Comments are requested by August 16, 1976, although a public hearing will be held by MHD on the EIS on July 22.

I-35E is proposed as a controlled access freeway along a new alignment from I-35 in Burnsville to TH 110 in Mendota Heights. It is parallel to and about $2\frac{1}{2}$ miles southeast of the Minnesota River, on a NE-SW axis (see map). It will link to the portion of I-35E which has been completed from TH 110 to W. 7th Street in St. Paul. The freeway will have a rural design with four lanes between I-35 and CSAH 23 (Cedar Ave.) and six lanes north of CSAH 23. The alignment of the road is basically the same as that approved by the Bureau of Public Roads (predecessor of the Federal Highway Administration) in 1960. However, two alternatives to this alignment are examined in this EIS in addition to the no-build option (see map). Alternative 1 is the original proposal which bridges Blackhawk Lake in Eagan. Alternative 2 is identical through most of its length but would swing to the east of Blackhawk and circumvent the lake. The interchanges proposed for both alternatives are the same and are shown on the map. They are located at CSAH 42, CR 11, Cedar Cliff Road, CSAH 30, Pilot Knob Road, Yankee Doodle Road (CSAH 26), I-494, and TH 110.

All right-of-way between I-35 and Cedar Avenue has been acquired by MHD so construction would begin with this segment in 1977 (completion, 1980). Much of the right-of-way between Cedar and 110 has yet to be acquired so construction of this segment will not commence before 1980 (completion, 1983).

III. Background

The Metropolitan Council has previously reviewed this roadway from I-35 to CSAH 26. In 1969 two layouts were submitted by MHD, one covering the facility from I-35 to Cedar (Referral #263) and one covering CSAH 26 (Referral 264). The Council approved the former with the following comments:

> "The Metropolitan Council approves the plan for I-35E between I-35 and Cedar Avenue as submitted by the Minnesota Highway Department with the understanding that studies will be undertaken by the Highway Department of the possibility of providing additional northbound lanes on I-35 south of the fork to provide additional reaction time and space for necessary lane changes, and that the plan will be modified to provide such additional lanes. The present right-of-way is sufficient to provide for this expansion and it would be desirable to complete it at the time I-35E is constructed."

Referral 264 was withdrawn by MHD and a revised layout was submitted in 1972 (Referral 1543). This layout, essentially alternate 1 of this EIS, was approved by the Council with the following comments:

1. The approval of the layout of I-35E in the referral submitted by the Highway Department.
2. Asking the Highway Department, District 9, to consider adding pedestrian walks on all bridges constructed on the facility.
3. That the Highway Department coordinate with the Metropolitan Transit Commission to proceed with provisions for express buses. Also, space for possible use by transit should be reserved in the right-of-way.

It appears that the proposal to circumvent Blackhawk Lake (Alternate 2) was under consideration even at this time. Referral File 1543 includes a resolution by the Eagan Township Board of Supervisors, dated June 30, 1970, supporting the alignment over the lake rather than around it.

IV. Discussion of Issues

A. Development Framework (Bob Ranta)

The proposed I-35E highway construction project in which a 13-mile section of freeway is to be constructed from a partially completed interchange in Burnsville to TH 110 in Mendota Heights is part of the Twin Cities Interstate System. A concern is whether the interstate system, as designed and recommended to be built, is postively implementing Development Framework, rather than simply judging its consistency with the growth policies of the Framework. In order to judge the positive aspect for implementing the Framework of proposed links of the interstate system, the following were examined:

1. The service area or sphere of development impact of the proposed link;

2. The present level of urban services within the service area;

3. The projected growth rate within the service area and its relationship to level of highway and transit service needed to provide service within the proposed service area;

4. The timing and staging of the project and its relationship to the timing and staging of other urban services.

The proposed project is located with the 1975 Metropolitan Urban Service Area and the MDF sectors of South St. Paul and South Minneapolis. The highway link passes through the communities of Burnsville, Apple Valley, Eagan and Mendota Heights. According to the MDF a sufficient amount of land with existing or committed urban services is available within these sectors to provide for the expected land needed for urban development from 1975-1990. No additional land is needed to provide for the expected projected growth for these sectors up until 1990. MDF projections for population, households, and employment for the communities of the Study Area are as follows:

	Population			Households			Employment		
Area	1970	1980	1990	1970	1980	1990	1970	1980	1990
Apple Valley	8,502	22,750	39,650	2,031	6,200	12,600	300	2,000	7,000
Burnsville	19,940	41,800	63,400	4,876	12,250	20,850	2,808	11,300	20,800
Eagan	10,398	28,900	52,200	2,607	8,400	17,350	5,915	15,800	25,800
Mendota Heights	6,565	9,700	14,500	1,553	2,730	4,800	1,254	4,300	6,800

The draft environmental statement reflects these projections and has indicated from an historical perspective that growth in population grew by nearly 400 per cent from 1960 to 1970 and that this trend will continue into the future. Population, Household and Employment projections used in the Draft Environmental Statement are consistent with MDF projections and do indicate that the project's service area will be demanding additional roadway capacity in order to provide a level of service that is consistent with service standards for an urbanized area.

An analysis of Highway Construction Projects in the Transportation Policy Plan has indicated that this project is a high priority project which should commence during the period 1976-1980. The Development Framework Policy indicators for such projects ranked this project as a high priority project for construction. These indicators were based upon the MDF priorities for investments which indicate that:

1) Investments in Metropolitan Systems will be made to encourage urban development within the urban service area.

2) Re-investment required for replacement and maintenance of Metropolitan Systems serving existing development should have priority over investments for expansion except where analysis shows a shortage of land with urban services which could affect housing costs.

3) Metropolitan investment in the Rural Service Area should be made only to the extent necessary to maintain rural standards of service and inter-regional transportation routes.

The proposed project is in the existing MUSA in an area that has a number of urban services including: Sanitary Sewer Service, Regional Recreation Facilities, Municipal Police and Fire Protection, Public Water System and Storm Water Drainage Systems. In addition the communities have reached a stage of development in which they have developed and adopted Comprehensive Development Plans which have planned for such a project. Based upon these factors, MDF Policy Indicators ranked this project very high in the Transportation Policy Plan.

B. Environmental (Marcel Jouseau)

There are no substantive environmental problems identified in this document. However, the following comments on the EIS should be transmitted to the Minnesota Highway Department.

1. The air quality analysis does not indicate that there is cause for concern. However, in order to evaluate the air quality data presented in the EIS draft, the "worst case traffic and weather conditions" should be defined in the document.

2. The EIS indicates that the interstate corridor will either cross or come very close to several lakes (Pitt Lake, Blackhawk Lake, Lemay Lake, Rogers Lake). The level of detail, at this time, is obviously not sufficient to establish whether any of the Council's policies for Water Resources or Protection Open Space will be violated. The final EIS should include careful analysis of the hydrology of lakes adjacent to the proposed corridor to establish that the construction of the road and facilities will not result in significant detrimental impacts on water resources.

3. While alternative #2 may be preferable, as it would avoid the crossing of Blackhawk Lake suggested in alternative #1, alternative #1 may still provide for the protection of the small lake if properly designed and precautions are taken during construction.

C. Parks and Open Space (Phyllis Hanson)

The proposed routing of I-35E in Dakota County indirectly affects one regional park facility, Lebanon Hills. The proposed interstate would have positive impacts on the park and the State Zoo by providing a major access route from other sections of the Metropolitan Area as well as the state. The proposed interchange on Cliff Road would also greatly aid the access to these facilities, especially the park, and should be provided as indicated by the draft EIS.

No other major impacts in relationship to the Parks and Open Space were noted in the draft EIS. Minor impacts were noted to two local parks in Eagan and Burnsville, although no major development exists in these parks. The routing would not significantly affect the parks as it is adjacent to the park land. It is well to note that both communities knew the proposed routing and incorporated this routing into their comprehensive plans.

D. Transportation (Connie Kozlak)

The Metropolitan Council has previously endorsed the completion of I-35E in Dakota County as consistent with metropolitan goals and plans. This endorsement has occurred on several occasions--previous referrals on this facility, in the Transportation Policy Plan, and in the Interstate Study Report.

Several concerns identified by the Council in previous referrals (see Section II, Background, of this report) are unanswered in this EIS. These answers should be provided prior to Council approval of the final EIS. First, in reviewing I-35E from I-35 to Cedar the Council asked that additional weaving lanes be provided. The EIS does not show any design layouts so this is unanswered. In reviewing I-35E from Cedar to CSAH 26 the Council asked that predestrian walks be added to all bridges. Again, this is impossible to determine. This review also requested MHD to coordinate with MTC on provisions for express buses. Since this review the new Transportation Policy Plan has proposed express buses in mixed traffic for this corridor. This does not require special facilities although the proposed freeway would allow for preferential treatment of buses at interchanges.

The traffic analysis given in this report is adequate and justifies the need for a freeway. Traffic forecasts utilized the latest Council population projections.

Exhibit 5 does not accurately reflect the Metropolitan Council's functional classification for the area and should be changed in the final EIS. TH 55 should be shown as a minor, not an intermediate, arterial.

From a metropolitan transportation point-of-view, either alternate 1 or 2 is acceptable. Since Blackhawk Lake and the 2 alternates fall wholly within Eagan it should be a local decision as to which alternate is preferable, within the constraint that the construction will not result in significant detrimental impacts to water resources and violate the Council's Protection Open Space and Water Resources policies.

E. Relationship to Local Plans

This facility is shown on the comprehensive plans of all 4 communities through which it passes--Eagan (Referral 1931) and Apple Valley (Referral 1628) whose plans have been reviewed by the Council, and Burnsville and Mendota Heights, which have comprehensive plans but have not submitted them for Council review. The EIS notes under secondary impacts that this facility may induce growth outside the M.U.S.A., especially in Savage and Lakeville. Both of these communities have also submitted comprehensive plans to the Council for review (Ref. 1119 and 288). It is expected that all of these communities will be submitting updated plans for Council review under the new mandatory planning law and these plans should reflect I-35E and its related growth.

V. Findings

1. The proposed action using either alternate is consistent with the Metropolitan Development Guide.

2. The only major issue, that of Blackhawk Lake, does not appear to have any metropolitan impacts and the choice of alternates should be left to the local decision-making process.

3. The final EIS should address the following issues:

A a. Air quality analysis should define "worst case traffic and weather conditions."

B b. Analysis of impact of construction on hydrology of lakes adjacent to the proposed corridor.

C c. Correction of Exhibit 5 to reflect Metropolitan Council's functional classification.

4. In addition the following information should be provided to the Metropolitan Council, under separate documentation, if not in the final EIS:

D a. Better layouts to determine whether safety problems exist near the interchange of I-35 and I-35E.

b. Whether pedestrian walks exist on all bridges.

RECOMMENDATION

That this report be forwarded to the Minnesota Highway Department as the official comments of the Metropolitan Council on the draft EIS for I-35E in Dakota County.

CK:lh

A

The worst case means weather conditions with a wind speed of one meter per second or less, a wind direction of ten degrees or less to the roadway and air near the ground surface that is nearly stable (stability D).

The worst case also means that the traffic volumes[1] are at both the peak hour and the peak eight hour periods of a weekday.

The worst case for this project is at Site 3 (Exhibit 19, page 55) which will have a peak hour traffic of 9850 vehicles and an eight hour traffic volume of 50,300 vehicles. The eight hour persistence factor is 0.6.

We used these criteria in the air quality analysis, and they are reflected in the air quality data in Table 8, page 54.

B

I-35E will not encroach on any water bodies which either the U. S. Department of Interior or the Minnesota Department of Natural Resources classify as a fish lake or as a marginal fish lake (Type V Wetland). I-35E will be above the near-surface water table near Pitt, Blackhawk, Lemay, Rogers, and Alimagnet Lakes.

See page 40 for a discussion of the investigation of the hydrology of Rogers Lake.

For a further discussion of the Rogers Lake hydrology, see *Rogers Lake Study, Report on Investigation*, Minnesota Department of Transportation, February 1977.

C

Corrected Exhibit 5 now reflects the Metropolitan Council's functional classification.

D

Engineering design will address the adequate safety considerations of the I-35-I-35E interchange.

As stated on page 83, all bridges over I-35E will have sidewalks.

---

[1] *Comprehensive Traffic Report, FAI-35E System Planning Analysis Report M-177*, April 1976.

21 July 1976

To: District Engineer
Department of Highways
District 9
3485 Hadley Avenue North
Box 2050
North St. Paul, Minnesota 55109

From: David C. Johnson
1630 Blackhawk Hills Rd.
Eagan, Minn. 55122

Subject: Comments on the Environmental Impact Statement for Interstate 35E through Dakota County

Although it seems a shame to establish another major highway corridor so close to, and parallelling Highway 13, it is apparent that a link is necessary through Dakota County so that development may proceed in the county. It is considerable solace to see big government pay heed to and protect the rights of minority interests. However, since the impact statement shows little or no loss or gain between Alternatives one and two in the vicinity of Blackhawk Lake, I should like to express, as I did at your hearing several years ago, my concerns over the A-1 alignment which violates the visual and accoustical tranquility of Blackhawk Lake

A

The A-1 route passes through the lake immediately to the east of Eagn's Blackhawk Park on the south shore of Blackhawk Lake, right through a large, mature stand of hardwood forest. Without the highway, the perimeter of the lake remains largely in its "wild area" state - mostly wooded, providing an excellent habitat for land and water related wildlife. Preservation of this mini-wilderness is still possible by the use of Alternate A-2. Not only does the A-1 highway and planned 300' span bridge mutilate the visual wild appearance of the lake area but the bridge and southbound, steep road grade present some, apparently insurmountable, noise problems. It has been indicated to me by your project engineers and consultants that noise treatment is not available for the 300' bridge span. On the bridge and on the dry land grade, your projected noise levels (per the Impact Statement) apparently exceed applicable government standards. The A-2 alignment apparently offers the possibility of grade reduction, lower consequent noise generation and, hopefully, the consideration of available noise abatement treatments. In addition, of course, the A-2 alignment is away from the lake, takes less forest, is significantly separated from the public park and eliminates the potentially troublesome bridge construction. In terms of time, the

A-2 alternative poises negligable delay - 1 to 2 months per your engineers. In terms of cost, the A-2 route's slightly greater length cost is approximately equal to A-1 with its costly bridge.

Why save this lake with its many marshy areas is the cry from some quarters. Not only is the lake in its present state one of the largest in Eagan; but, the Eagan City storm drainage plan calls for raising the lake from 5' to 10', since it is the ultimate repository for runoff from a large fraction of Eagan. A 10' rise in level would increase the surface area by 30 to 50% and make this lake the 3rd deepest in the city.

A

Although local development plans have focused on the A-1 alignment for many years, real development in the affected area has been minimal - thus, capital expenditure has been at a low level. The area remains largely in a bucolic state.

What the A-1 route most surely does is to irrevocably mutilate, for generations to come, a potentially tranquil oasis in the apparently, inevitable urban sprawl.

It is my greatest hope that your considered decision will favor the ecologically sound, A-2 alignment.

Sincerely,

David C. Johnson

cc: Department of Natural Resources
Eagan Park Board
Dakota County Tribune

A

We agree that the bridge will visually intrude on the view from the lake. The noise level at the nearest receptor, a single family home, will significantly rise, but it will still be below the Federal standard of L_{10} 70 dBA. During the detail design phase of the project, we will attempt to minimize the impacts as much as possible.

The City of Eagan has developed Blackhawk Park with the full knowledge of the location of the I-35E corridor. They have coordinated with us to develop the park, and they have indicated that the highway would not conflict with the park use.

For a discussion of the impacts to Blackhawk Lake and of the plans to minimize harm, see page 38.

See page 26 for a discussion of the reasons for selecting Alternative AI.

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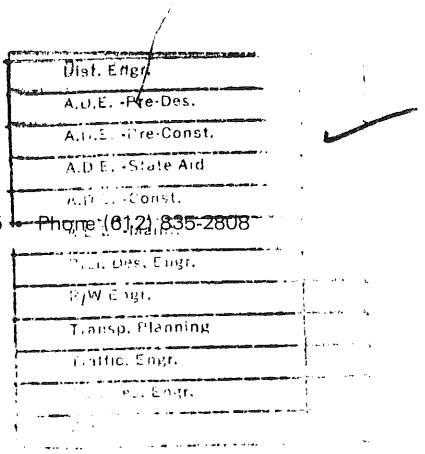


July 26, 1976

District Engineer
Minnesota Highway Department - District 9
3485 Hadley Avenue North
P. O. Box 2050
North St. Paul, Minnesota 55109

Dear Sir:

As the owners of approximately 1,850 acres of land in the City of Eagan, we would like to make a few comments for your consideration.

Two hundred fifty acres of land would be directly affected by the proposed I-35E since part of the property would have to be acquired for R.O.W. through either A1 or A2 alignment.

A

In reading the material contained in the Environmental Impact Statement and observing the two alternatives (A1 and A2) on a two-foot contour map, it appeared to us that A2 alignment would have a less negative impact on the present natural environment. Specifically, on wetlands the impact would be less negative since the corridor would not have to cross over Blackhawk Lake. Also, since the A2 alternative will run along the lower part of the slopes east of the lake, it will create less noise pollution in that only areas located west of the corridor will be affected.

If we had been able to read other reports that support the EIS, perhaps we would have reached a different conclusion. The differences mentioned above are not quantitatively of a clear-cut nature.

We have already spent considerable amounts of time and resources during the last few years in planning our property. A Development Plan based on the A1 alignment has already received a Planned Unit Development approval from the City of Eagan. Most importantly, we would like you to know of our wish to see this proposal materialize as soon as possible. The long term benefits from the proposed I-35E have been known for many years - not only in terms of the communities directly affected, but in terms of the fact that I-35 has been an essential planning element for the Metropolitan Council, other agencies, and individuals.

Please be assured that we will co-operate to the fullest extent during the right of way acquisition and construction processes.

Sincerely,

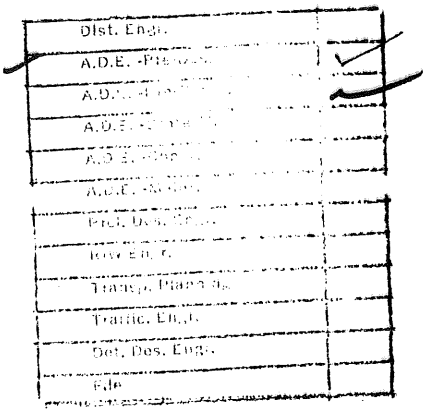
DUNN AND CURRY REAL ESTATE
INVESTMENT COMPANY
Edmund B. Dunn, Partner

EBD:sar

See page 26 for a discussion of the reasons for selecting Alternative A1.

STATE OF MINNESOTA

STATE PLANNING AGENCY
100 CAPITOL SQUARE BUILDING
550 CEDAR STREET
ST. PAUL, 55101



July 27, 1976

K. K. McRae, District Engineer
Minnesota Highway Department, Dist. 9
3485 Hadley Avenue North
North St. Paul, MN 55109

RE: I-35E, Dakota County, Draft EIS (FHWA-MN-EIS-76-04-D)

Dear Sir:

We have reviewed the Draft Environmental Impact Statement for I-35E in Dakota County and are herewith submitting agency comments concerning the project.

A 1) As indicated on page 8, one rationale for the replacement of the original I-35E corridor (near present TH 13) with the proposed location is that TH 13 has traditionally played an important role in local circulation. Noting the severe engineering constraints anticipated along the proposed route and the existing safety hazards along TH 13 due to numerous access points, was consideration given for upgrading TH 13 to perform dual function--local and throughput; for example with center express lanes?

How much displacement of structures would be involved with a corridor located along TH 13 relative to the proposed corridor? How would land acquisition and construction costs compare for the present corridor and one located on TH 13? In reference to the traffic volumes cited on page 11, was TH 13 assumed to be a limited or unlimited access highway in the No-Build alternative?

B 2) What would be the projected traffic congestion and air quality impacts generated if I-35E in Dakota County were completed without an extension to the St. Paul CBD?

C 3) As indicated on pages 12 and 13, traffic volumes at the intersection of CSAH 32 and TH 13 apparently will increase with the completion of I-35E. Would this aggravate an already high accident rate situation and if so what measures are planned to deal with this problem?

D

4) Highway runoff from I-35E will be accommodated by holding ponds utilizing some existing wetlands. These will also function in some measure as components of Eagan Township storm sewer system in the future.

What is the potential impact to the Minnesota River of deicing salts, petroleum residues, and lead contaminants from the highway once the total system is implemented?

E

5) Is extensive regrading proposed at Pitt Lake? We would suggest higher cut ratios be employed in conjunction with adequate erosion control measures to minimize alteration to Pitt Lake.

F

6) Several potential wildlife corridors have been noted along the alignment in studies related to the Vegetation, Surface Water, and Wildlife Review. Are any special measures projected to reduce deer kills at such points; specifically in Blackhawk Lake, Pitt Lake, and north of Alimagnet Lake.

G

7) What precautionary measures will insure against surface water level fluctuations due to dewatering and construction activities at Rogers Lake?

If you have any questions regarding the agency comments, please contact Bill Rohrer of our staff at 296-8254.

Sincerely,

Joseph E. Sizer, Director
Environmental Planning

JES:BR:dh

A

We did investigate upgrading TH 13 so that it would provide both local access and through trip needs. We did not, however, conduct an indepth study of specific designs such as center express lanes. For the reasons stated on page 8, we dropped TH 13 as a reasonable location and did not develop a full design study which would provide a precise analysis of right-of-way costs, home and business acquisitions, and environmental impacts.

Traffic volumes and a freeway design standard for I-35E require a four to six lane roadway and an average right-of-way width of approximately 300 feet. Because the adjacent lands are undeveloped, the Selected Alternative will require only 3.5 miles of frontage road to perpetuate land access.

Building I-35E in the TH 13 corridor would require a six to eight lane freeway to provide the same basic capacity requirements for both local and through traffic. It would also require approximately 17 miles of frontage road, along both sides of the entire corridor, to replace the existing accesses of 62 private entrances and of 30 local streets. A highway of this magnitude would require a corridor width of approximately 450 feet, double the 225 feet width of the present TH 13 corridor.

Right of Way costs for the substantially developed TH 13 corridor would far exceed the costs for the currently undeveloped corridor of the Selected Alternative. Displacement of existing residential, commercial, and industrial developments, especially for frontage road and interchange construction, would also have considerable economic and social impacts.

Construction costs for the TH 13 corridor would also be considerably higher because of the additional lane miles it would need.

The analysis for the No-Build Alternative assumed that TH 13 would have partially restricted access, basically the present situation. The No-Build volumes for the year 2000 (Exhibit 6, page 11) indicate a demand along the existing roads. Most of these roads, however, would require considerable improvement to realize the volumes shown on Exhibit 6. The No-Build volumes, therefore, indicate a need rather than an expected situation.

B

Building the Selected Alternative but not building the portion of I-35E in St. Paul would not result in any traffic congestion or air quality impacts to the Study Area. As stated on page 8, a separate environmental impact statement will discuss the impacts of building I-35E in St. Paul.

C

This intersection has had a high accident rate, but was upgraded in 1976 under the State Highway Department's safety improvement program. This upgrading will reduce the accident rate and will improve the intersection's ability to handle high traffic volumes.

D

Runoff from I-35E will drain directly into ponds and lakes within or adjacent to the highway corridor. None of these ponds now drain into the Minnesota River. All of the drainage plans for the four cities in the Study Area indicate, however, that many of these ponds will be used for city storm water detention and will eventually drain into the Minnesota River.

As discussed on page 41, salt concentrations of the larger watershed will be minimal. The salt concentration at the discharge locations along the river will therefore be quite low, and the impact will be insignificant.

Skimming devices at ponding outlets can remove petroleum products and thus deny them access to the rest of the drainage system. While we do not control the cities' drainage systems, we wll cooperate in the design and placement of skimming devices. The impacts from petroleum products due to I-35E runoff to the Minnesota River will then be insignificant.

Lead particles are only slightly soluable in water and eventually settle out with other sediments on the highway right-of-way and in the adjacent ponding areas. Little of it therefore will reach the Minnesota River, and the impact will be insignificant.

E

Construction for I-35E will require filling approximately two acres of the high water pool of Pitt Lake, a 16 acre, Type IV wetland in the commercially zoned area near the intersection of CSAH 32 and Galaxie Avenue. It will not, however, require any fill into the normal water pool. The slope from the CSAH 32 interchange ramp to the lake will be as steep as safety standards allow to minimize the amount of fill in the high water pool.

As stated on pages 40 and 41, erosion control measures will be a part of the plans and construction. These measures will require permits from the appropriate public agencies (see Response D, page 172).

F

The Study Area Cities' comprehensive plans and the Metropolitan Council's Regional Development Plan indicate that the Study Area will become almost completely developed and most of the wildlife corridors will disappear. Thus the few deer moving through the

F Study Area will not concentrate and will not warrant any protective measures for crossing the highway corridor.

G As discussed in Response B, page 116, construction operations near Rogers Lake will not impact the hydrology of the lake.

United States Department of the Interior

OFFICE OF THE SECRETARY
NORTH CENTRAL REGION
230 S. DEARBORN STREET, 32nd FLOOR
CHICAGO, ILLINOIS 60604

ER-76/645

August 10, 1976

Mr. E. Dean Carlson
Division Administrator
Federal Highway Administration
Metro Square Building
Seventh & Roberts Streets
St. Paul, Minnesota 55101

Dear Mr. Carlson:

This is in response to a request for the Department of the Interior's comments on the draft environmental statement for I-35E, Dakota County, Minnesota.

GENERAL COMMENTS

The draft EIS documents the adverse impacts on 28 acres of wetland, 250 to 278 acres of deciduous trees, and several hundred acres of wildlife habitat resulting from the building of 13 miles of a four-to-six-lane freeway, designated I-35E. The impacts of several of the proposed construction features on wildlife and water resources need further investigation. These areas of concern include Rogers Lake in Mendota Heights and Blackhawk Lake in Eagan, Minnesota.

SPECIFIC COMMENTS

I. INTRODUCTION

The project as proposed will require the conversion to a transportation corridor of over 1,000 acres of land presently available for wildlife use. The discussion of design criteria on page 2 indicates that design speed would be 70 miles per hour. This design speed is questioned in light of the Emergency Highway Energy Conservation Act (P.L. 93-239) which seeks to conserve fuel through establishing a national maximum speed limit of 55 m.p.h. on any public highway.

A

AMERICAN REVOLUTION BICENTENNIAL 1776-1976

A We urge evaluation of the changes in impacts on wildlife and wildlife habitat which would occur with a 55 m.p.h. highway design speed.

II. ALTERNATIVES

B The potential impacts on the aquatic ecology of Blackhawk Lake caused by Alternate A1, bridge construction over the center of the lake, should be investigated. Would construction of two supporting piers in the lake break the bottom seal and thus lower the water level to the point where the lake would cease to be of use to the abundant wildlife now common to that area? Alternate A2, passing to the east side of Blackhawk Lake, would have a lesser impact on the aquatic resources of the area.

III. DESCRIPTION OF THE STUDY AREA AND PROBABLE IMPACTS OF THE PROPOSED ACTION

C The discussion on page 36 indicates that because of the glacial morainic deposits the proposed transportation corridor is characterized by clayey soils, making construction through the area less than desirable because of poor drainage. Specific design and construction techniques that could be used to reduce the problems of highway construction through such an area should be given.

D On pages 35-36 in the discussion of wetlands it is stated that wetlands contribute recharge to the water table. In some situations they also serve as discharge areas for water from the water table. The last sentence of the first paragraph on page 38 might be altered to read: "They accept discharge from, or contribute to the recharge of, the near-surface water table and thus contribute to the ecological stability of the area."

E The discussion on chloride de-icing compounds on page 41 should indicate that the compounds will have an effect on wildlife despite measures to establish vegetation tolerant to chloride compounds. Wildlife mortality will occur which can be attributed to poisoning from de-icing compounds. Pheasant and wild rabbits weighing from 1,100 to 1,400 grams can be poisoned by 3 grams NaCl/adult. In some situations, salt along highways serving as an attraction to wildlife can cause increased road-kills.

F The statement on page 50, "The loss of habitat to highway construction within the study area would not seriously impact the population of any species" is a subjective statement that should be deleted. The immediate loss of approximately 738 acres of wetland, woodland, grassland, and farmland habitat to waterfowl, game, furbearers, and songbirds is a serious and significant impact especially considering the loss of adjacent habitat to residential and commercial development that will be a secondary impact of the construction project.

G Page 51 states, "As time passes, animal populations would adjust to the severence and the number of highway kills would reduce." It should be indicated that this "adjustment," which wildlife has made to man in the past, resulted in a net environmental loss, either in species or individuals. Any "adjustments" wildlife will have to make as a result of this project will be detrimental.

H We are pleased to note the identification of cultural resources on page 68 of the statement. We suggest, however, that Table 13 and Exhibit 23 not give explicit location information for unprotected archeological sites in order to preclude the possibility of vandalism. As a replacement for Exhibit 23, we suggest a map showing the boundaries of areas surveyed by the Minnesota Historical Society without unprotected sites being pinpointed.

I The discussion of recreational open space on pages 70 and 71 indicates that Alternate A2 would not have direct impacts on Eagan Park, while Alternative A1 may involve noise and visual impacts. Alternate A2 would have a lesser impact on the recreational resources of the area.

SUMMARY COMMENTS

More detailed discussions regarding loss of wildlife habitat and populations as well as impacts of Alternate A1 crossing Blackhawk Lake should be included in the final statement.

J Based on our present knowledge of the project and its impacts at Blackhawk Lake, the Department of the Interior will oppose any Section 404 permit which may be required for the lake crossing. We ask that you contact the office of the Regional Director, U. S. Fish and Wildlife Service for further coordination:

Regional Director
U.S. Fish and Wildlife Service
Federal Building, Ft. Snelling
Twin Cities, Minnesota 55111
(Staff contact--Mr. Raymond St. Ores - 612-725-3536)

Sincerely,

for David F. Hess

Madonna F. McGrath
Acting Special Assistant
to the Secretary

cc: Mr. Paul G. Velz
Road Design Engineer
Minn. Dept. of Hwys.
K.K. McRae
M. Linzie
C.P. Kachelmyer
G. Erickson
H. Loeber
R. Brennan - E. Cuffy

A

The 70 mph design speed is independent of the posted speed limit. Under current law the posted speed limit will be 55 mph.

Design speed is based on safety features such as sight distances over a hill or around a curve. With the posted limit at 55 mph, the longer sight distances and other safety standards of the 70 mph design speed will provide a greater margin of safety than would be possible with a 55 mph design speed.

The flatter grades and reduced curvature of the 70 mph design speed will allow a smoother flow of traffic movement and will increase the operating efficiency of vehicles by reducing fuel consumption, tire wear, and other operating costs.

The impacts to wildlife are directly related to the amount of habitat taken for highway right-of-way. But reducing the design speed would not necessarily result in reducing the amount of right-of-way required. Although the flatter grades of a higher design speed may require more earthwork, and thus wider construction limits, the increased curvature of a lower design speed may result in a longer roadway between endpoints.

The sharper curvature of a lower design speed would allow more flexibility in the alignment, but the frequency of natural features, such as ponds or wildlife habitat, precludes avoiding them by curving the highway corridor.

The 70 mph design speed is therefore the prudent choice. The increases in safety and in operating efficiency outweigh the possible increase of impacts.

B

The Geology Unit of the State Highway Department investigated the hydrology of Blackhawk Lake and determined that it is a part of both the near-surface water table and the Jordan Aquifer. The lake is not a part of a perched water table which is supported by a seal.

Excavating for the bridge piers will therefore not cause water loss and will not impact the water level of the lake. Although it is unlikely, in the event that excavation does cause leakage from the lake, corrective action will be taken such as injecting a bentonite slurry to reseal the leak.

As you suggested, we have expanded the discussion on the aquatic impacts and mitigation measures on page 38.

C The problem of perched water and poor drainage caused by morainic soils is common during highway construction in Minnesota. If the groundwater is a part of the near-surface water table, the basic approach is to keep the roadway elevation as high as possible and then to dewater the problem soils with perforated pipe. Poor foundation soils are removed and replaced with more coarse soils.

In these morainic soils, the perched water tables are generally small, and once construction operations cut into them, they drain by themselves and do not recharge. Thus they need no special techniques to drain them.

D We have corrected the last sentence of paragraph six on page 37 as you have suggested.

E Salt poisoning of pheasants and rabbits is possible, but it is rare. In some situations, salt along highways serving as an attraction to wildlife can increase road kills.

F Although the loss of habitat will reduce the wildlife populations in the Study Area, it will not endanger any species.

G See corrected text, page 51.

H See corrected Table 13, page 68.

I See Response J, page 145.

J We have further coordinated this project with the U. S. Fish and Wildlife Service Regional Office. Their letter stating their present position is on page 134.

Suite 490, Metro Square Building
St. Paul, Minnesota 55101

April 22, 1977

Mr. Jack E. Hemphill
Regional Director
U.S. Fish & Wildlife Service
Federal Building, Fort Snelling
Twin Cities, Minnesota 55111

Dear Mr. Hemphill:

Preparation of the Final Environmental Impact Statement (FEIS) for I-35E in Dakota County, Minnesota is nearing completion and will include additional information in response to comments received on the draft statement. Much of this information has been developed through coordination efforts with the various responding agencies commenting on the draft.

Based on recent discussions with the Minnesota Department of Transportation (Mn/DOT) and local government officials, we understand that through these coordination efforts, you have modified your position from that presented in the DOI's August 10, 1976 comment letter concerning the crossing of Black Hawk Lake.

We wish to culminate these coordination efforts which were suggested in the final paragraph of the above referenced letter, by requesting your current position on this matter. In the interest of expediting our review and processing of the FEIS for this project, your early response to this request would be very much appreciated.

Sincerely yours,

E. Dean Carlson
Division Administrator

United States Department of the Interior

FISH AND WILDLIFE SERVICE
Federal Building, Fort Snelling
Twin Cities, Minnesota 55111

IN REPLY REFER TO:
LWR

APR 2[illegible] 1977

Mr. E. Dean Carlson
Division Administrator
U. S. Department of Transportation
Federal Highway Administrator, Region 5
Suite 490, Metro Square Building
St. Paul, Minnesota 55101

Dear Mr. Carlson:

This confirms our discussion on April 25, 1977 about the U. S. Fish and Wildlife Service's position on the I-35E crossing of Blackhawk Lake. This Service's position remains the same as expressed in Interior's letter of August 10, 1976.

A We said that the final EIS needed more information about the effects of bridge piers on the seal of Blackhawk Lake and that in the absence of that information, we would probably suggest denial of a Section 404 permit if one is required.

B If you choose the Blackhawk Lake alternative and the final EIS contains measures to avoid water loss through the lake bottom and measures to ensure the best protection of the lake and its surrounding habitat, I doubt that the Fish and Wildlife Service would recommend denying a 404 application. However, we could recommend conditioning the permit.

Sincerely yours,

Jack E. Hemphill

Jack E. Hemphill
Regional Director

A See Response B, page 131.

B As you suggested, we have expanded the discussion of impacts to Blackhawk Lake and the mitigation measures we will use to protect the lake.

UNITED STATES DEPARTMENT OF AGRICULTURE
FOREST SERVICE
NORTHEASTERN AREA, STATE AND PRIVATE FORESTRY
6816 MARKET STREET, UPPER DARBY, PA. 19082
(215) 596-1671

8400
August 11, 1976

Mr. Paul G. Velz
Road Design Engineer
State of Minnesota
Department of Highways
St. Paul, Minnesota 55155

Refer to: 330-FHWA-MN-EIS-76-04-D, Draft Environmental Statement, I-35, Dakota County, MN

Dear Mr. Velz:

We consider the description of forested areas in this statement to be clear and thorough. Actions to minimize harm include effective use of vegetation for protecting the soil and maintaining aesthetic values.

A The route that bypasses Blackhawk Lake (Alternate A2) would apparently have less impact on wetlands than the route across the Lake.

Thank you for the opportunity to review this Draft Statement.

Sincerely,

DALE O. VANDENBURG
Staff Director
Environmental Quality Evaluation

See page 26 for a discussion of the reasons for selecting Alternative A1.

DEPARTMENT OF THE ARMY
ST. PAUL DISTRICT, CORPS OF ENGINEERS
1135 U. S. POST OFFICE & CUSTOM HOUSE
ST. PAUL, MINNESOTA 55101

IN REPLY REFER TO
NCSED-ER

12 August 1976

Mr. E. Dean Carlson
Division Administrator
U.S. Department of Transportation
Federal Highway Administration
Region 5
Suite 490, Metro Square Building
St. Paul, Minnesota 55101

Dear Mr. Carlson:

My District staff has reviewed the draft environmental statement for proposed Federal-aid project I-35E-4( ), the construction of I-35E in Dakota County from I-35 to TH 110 and our comments are inclosed.

Thank you for the opportunity to comment on this statement. We look forward to continued close coordination.

Sincerely,

NORMAN C. HINTZ
Lieutenant Colonel, CE
Acting District Engineer

1 Incl
As stated

Comments on the Draft Environmental Impact Statement
for I-35-E from I-35 to TH-110 in Dakota County

A 1. Alternatives. - There is little discussion in this section of overall alternative right-of-way alignments. If there are no alternative alignments available it should be so stated and the reasons these alternatives are not available should be discussed. If right-of-way alignment alternatives are possible, as exhibit 11 seems to show, they should be presented and the impacts associated with each alternative alignment discussed. The discussion should be expanded to indicate the rationale used to select the preferred alignment rather than one of the alternative routes shown by exhibit 11. Since exhibit 16 appears to indicate available open space around some of the wetlands affected by the proposed route, additional discussion regarding the need to fill these wetland areas is necessary.

B

C 2. Do the affected wetlands provide habitat for any of the species, especially reptiles and amphibians, listed in the Minnesota Department of Natural Resource "Special Publication No. 104" on species in need of special consideration?

D 3. The discussion of Blackhawk Lake should be expanded to include its hydrological and biological characteristics and present and potential uses.

E 4. The no action alternatives should be discussed assuming completion of I-494.

F 5. If adding lanes to existing county roads, for example the route formed by county roads 43, 30, 23 and 42, has some feasibility as an alternative, please discuss the merits and impacts of this alternative.

G 6. The reader's understanding of the factors involved in selecting one of the alternatives for the Blackhawk Lake segment would be improved if there were a summary table comparing the impacts of the alternatives.

Incl 2

A

Exhibit 11 shows the alternates considered in 1958. At that time the Study Area was almost all undeveloped lands and agricultural lands, and the differences between the alternatives were small.

In 1959, at the request of the Study Area cities to establish the corridor, and after a public hearing, we chose a combination of Alternate 1 and Alternate 2 as the corridor for I-35E.

Since 1959, the Study Area cities have prohibited development in the corridor. But as Exhibit 12 shows, large areas of the Study Area, outside of the highway corridor are now developed. To move the alignment a significant distance would probably cause displacement of homes and would cause considerably more social impacts than would the Selected Alternative.

We therefore did not consider any other alternatives except the two design alternatives and the No-Build Alternative.

B

I-35E will require 28 acres of primarily Type 11 wetlands. Attempting to bend the alignment in between the wetlands would probably not significantly reduce the amount of wetlands required. The wetlands are too frequent and the distance is too close to allow curving a four to six lane freeway between them.

C

According to Minnesota Department of Natural Resources publication *The Uncommon Ones* (John B. Moyle, October 1975), which supercedes *Special Publication No. 104*, I-35E will not take any habitat for endangered or threatened species. It will, however, take habitat for marsh hawks, common egrets, and great blue herons, which the publication lists as needing special consideration.

Information on reptiles and amphibians in the Study Area is very sketchy, but our research did not disclose any species in need of special consideration.

D

See added discussion on Blackhawk Lake, page 38.

E

The discussion for the No-Build Alternative assumes the completion of I-494.

F

The need for a freeway in the proposed corridor is discussed on pages 4 through 13 and page 19. Local authorities are improving the county and city roads to meet local needs. Adding additional lanes to these existing county and city roads would not provide the capacity of the proposed freeway and is a form of the No-Build Alternative discussed on page 24.

G

We have added Table 2A, page 24 as you have suggested.

STATE OF
MINNESOTA
DEPARTMENT OF NATURAL RESOURCES
CENTENNIAL OFFICE BUILDING • ST. PAUL, MINNESOTA • 55155

August 12, 1976

Paul G. Velz
Road Design Engineer
Department of Highways
John Ireland Boulevard
St. Paul, Minnesota 55155

Re: Interstate 35E
Dakota County

Dear Mr. Velz;

The Department of Natural Resources (DNR) has reviewed the Draft Environmental Impact Statement (DEIS) on Interstate 35E in Dakota County and offers the following comments:

A B C 1) The EIS should discuss whether extensive dewatering of perched water necessary for construction in wetlands could affect nearby lakes. The possible effects to Rogers Lake from excavation below the lake surface water level should also be noted. In addition, the EIS should address where roadside drainage will be channeled. The effects this project could have on lake levels and shoreland property, especially homes, should also be discussed. Secondary impacts on water resources and other natural resources associated with urban site development and local drainage projects that will occur from project construction should be noted.

D 2) Highway construction should insure that road salts and other pollutants draining from the highway do not adversely affect lakes, streams, and wetlands and their associated vegetation and wildlife populations. In addition, precautionary measures should be taken to prevent sediments from entering water bodies such as Lemays and Rogers Lake, marginal lakes, that would probably be subjected to more frequent winter kills due to increased nutrient loading. Pitt Lake and Alimagnet Lake should also be protected from such adverse impacts for the same reasons.

E F G 3) Sedimentation basins should be an integral part of the project to insure potential impacts to water resources are alleviated. In addition, no direct discharge should occur to Kennaley's Creek, a designated trout stream, several other trout streams located west of Cedar Avenue (S.T.H. 36), and to several gravel pits located in the Minnesota River Valley to the east of Cedar Avenue to protect existing and potential trout resources of the Valley. No direct discharge should occur to lakes in the study area to insure maintenance of water quality. A study of impacts to Blackhawk Lake and the Jordan Aquifer should be included in the EIS prior to finalizing plans for discharge into this body of water. Any plans for discharging of stormwater should be coordinated with the DNR regional hydrologist under the applicable permit procedures.

AN EQUAL OPPORTUNITY EMPLOYER

H I We note that there is a typographical error in the map of the potentiometric surface presented on page 33 of the DEIS in that the surface from Blackhawk Lake to beyond Pilot Knob has been omitted. The DEIS should note whether the alternative of crossing Blackhawk Lake (A-1) would require filling in the lake for bridge approaches.

J K 4) The Department recommends that alternate route A-2 be selected for 35E since this route would avoid encroaching and/or crossing Blackhawk Lake. Blackhawk Lake is a marginal fish lake utilized by a diverse avian population for nesting, feeding, and resting. In addition, avoiding a crossing of Blackhawk Lake would have the least impact on the City of Eagan's Blackhawk Park from the standpoint of noise, aesthetics, and reduction in wooded area. DNR would recommend that Pitt, Rogers, and Lemay Lakes be skirted at a distance greater than is apparent from the maps provided. This would provide additional buffer area along the lakeshore which would benefit wildlife species.

L M 5) Disturbed areas should be mulched and planted to grasses, legumes, shrubs, and trees as soon as possible to reduce the impact on wildlife populations and to control erosion. In addition, use of noise abatement walls can be expected to reduce mortality to land migrating animals by prohibiting access to the freeway right-of-way.

N O 6) The alternative of upgrading T. H. 13 should be discussed in greater detail since this alternative results in less severe impacts to natural resources in the project area. In addition, the DEIS should discuss mitigation measures designed to offset losses or alterations to natural resources as a result of project construction since these values are increasingly important in an urbanized area. Such measures could include in kind replacement of habitat, revegetation, construction of new wetlands, etc.

P 7) Barriers to water flow or fisheries movement through diversions to public waters during or after construction should not occur. Any anticipated diversion of public waters would be subject to the applicable DNR permits.

Q 8) The exact highway location should be delineated on a larger scale map in the Final EIS to insure adequate evaluation of project impacts.

The Department of Natural Resources appreciated the opportunity to review the DEIS. Continued close coordination and cooperation between MHD and DNR on this project will insure that natural resource concerns are adequately considered during project planning and development.

Sincerely,

Jerome H. Kuehn
Planning Administrator

JHK:al
cc: Robert Herbst
Dick Myshak
Don Carlson
PERT Members

A See Response B, page 116 and Water Resources, page 40, paragraphs four and five.

B The determination of the location and size of drainage features will be a part of the detail design and construction phases of the project.

I-35E, however, will not affect the water levels or lakeshore homes on Pitt, Alimagnet, Lemay, or Blackhawk Lakes. The roadway construction will be above the near-surface water table and will thus not lower the lake level by cutting into the water table.

A prime criterium of highway drainage is to maintain the existing drainage pattern, as much as possible. The drainage system for I-35E will divert as little drainage as possible from the lakes.

Runoff from I-35E, itself, will not be enough to significantly raise the water levels of the lakes. Lemay and Rogers Lakes now have controlled outlets to maintain the water level. The cities have also proposed controlled outlets for Pitt, Blackhawk, and Alimagnet Lakes.

C The communities through which I-35E will pass, Apple Valley, Burnsville, Eagan, and Mendota Heights, are already considerably developed. They are zoned for almost total development. I-35E will provide better access for these communities and will probably accelerate the development. As discussed in Section I, Status of Land Use Planning, development of this portion of Dakota County is consistent with Regional Comprehensive Planning for the Metropolitan Area.

The increased development will require more city utilities: water, sanitary sewer, and storm sewer. Development will strip the land of most of its vegetation. The land will be regraded to increase its development potential. Erosion and sedimentation are inevitable during this phase. Responsibility for erosion control rests with the developer and with local government regulation and enforcement.

Development will eliminate the smaller wetlands and will use the larger wetlands, ponds, and lakes for storing storm water runoff. Each city has an overall drainage plan which identifies the impacted wetlands.

Development will increase the imperviousness of the area and will thereby reduce infiltration and increase runoff. Reduced infiltration will probably raise the water levels of the remaining ponding areas and will probably adversely affect wildlife and wildlife habitat. The pollutants in runoff from suburban areas are particularly high in nutrients which cause water quality degradation.

D

The impacts from salt and other pollutants is greatest immediately adjacent to the roadway. The impacts decrease as the pollutants move away from the roadway and are diluted by runoff from the highway right-of-way and from the adjacent watersheds.

Because of the terminal moraine topography, I-35E will pass by many ponds, lakes, and wetlands. Many of them are included in city overall drainage plans for use as detention basins.

Only one marginal fish lake, Alimagnet Lake, will receive any highway runoff. The amount of runoff will be small and will filter through sedimentation ponds. The salt concentration will thus be small. The Minnesota Department of Natural Resources classifies Lemay, Blackhawk, Slaters, and Pitt Lakes as wetlands. Nutrients from highway runoff into these will be controlled. Winter kill in these lakes is common and is not dependent on highway runoff.

Temporary erosion control measures during construction will control sediment in runoff. We will select the exact measures during the final design phase. Prior to starting construction, the contractor will submit his own temporary erosion control plan to the construction engineer.

E

Construction techniques for I-35E will include standard, temporary erosion control measures. Also, each ponding area will be, in effect, a sedimentation basin. Where the terrain permits, construction will include permanent sedimentation basins adjacent to the lakes.

F

Kennalys Creek, the several other trout streams, and the gravel pits along the river are too distant to receive any discharge or any impact from I-35E.

G

As stated on page 42, I-35E will not impact the Jordan Aquifer. See page 38 for added discussion of impacts to Blackhawk Lake.

H

Information about the potentiometric surface in this area is sketchy. We omitted the information rather than give a false impression of accuracy.

I

The fill for the roadway will encroach into the high water pool (100 year flood, elevation 796), but it will not fill into the normal water pool (elevation 790.3). The trail around the lake will fill into the normal water pool where it passes under the bridge on both sides of the lake.

J

As you have stated, a diverse avian population uses Blackhawk Lake for nesting, feeding and resting. Our

J

research indicates, however, that although the Minnesota Department of Natural Resources occasionally stocks the lake with fish seined from other lakes, winter kill precludes maintaining a viable fish population.

The City of Eagan has developed Blackhawk Park with the full knowledge of the location of the I-35E corridor. They have coordinated with us to develop the park, and they have indicated that the highway would not conflict with the park use.

For a further discussion of impacts to Blackhawk Lake, see page. 38.

K

The impacts to wildlife is more directly related to the amount of habitat removed than it is to the proximity of the corridor to the lakeshore. In an effort to protect the shorelines, the lakeshores of Rogers and Lemay Lakes will have an undisturbed strip between the highway corridor and the lake. The area around Pitt Lake is commercially zoned and will be totally developed.

Neither the State Highway Department nor the FHWA have the authority to purchase land not needed for highway purposes, and if this land is not used for highway right of way, it will be available for development for other purposes.

L

We agree. The efforts to minimize harm which you suggest, and others, will be a part of the project. See page 40, "Erosion/Sedimentation," and page 51, "Efforts to Minimize Harm," for further discussion.

M

Noise abatement walls can reduce wildlife mortality. Unfortunately, noise walls will be along only a small portion of the alignment, and they will not significantly reduce wildlife mortality for the entire project. A five foot right of way fence along both sides of the alignment, however, will help to prevent wildlife from entering the corridor.

N

See Response A, page 125.

O

Coordination efforts with the Minnesota Department of Natural Resources and other Agencies will continue throughout the project development process, and measures such as revegetation, or ponding areas (new wetlands) will be a part of construction plans wherever they are needed for highway construction. See also "Efforts to Minimize Harm," page 47 and "Efforts to Minimize Harm," page 51.

P

I-35E will not place any barriers to fisheries movement. See "Watershed Characteristics," Page 37.

Q

The EIS process is not designed to provide this level of detail. More detail will be available during the MDNR permit process.

THE IZAAK WALTON LEAGUE OF AMERICA
INCORPORATED

MINNESOTA DIVISION

210 Ramar Bldg.
111 East Franklin Ave.
Minneapolis, MN 55404
Phone (612) 871-8705

August 13, 1976

Mr. Robert Rosas
State of Minnesota
Department of Highways - District 9
3485 Hadley Avenue North
Box 2050
North St. Paul, Minnesota 55109

Dear Mr. Rosas:

We have taken a further look at the Draft Environmental Impact Statement on Interstate Highway 35E. I am enclosing a sheet of comments which register our concerns over the projected route and effect we feel the construction of this highway will have upon the adjacent environment, and we may want to comment further on this at a later date.

Sincerely,

Mattie Peterson

Mattie Peterson, President Elect
MINNESOTA DIVISION
IZAAK WALTON LEAGUE OF AMERICA

nl
enc.
cc: Frederick W. Rahr
Nancy Bannister
Robert Djupstrom

PAUL TOREN
President
Mahtomedi

MRS. MATTIE PETERSON
Vice President
Minneapolis

MRS. RUTH SAARI
Secretary
Minneapolis

JAMES VON LORENZ
Treasurer
Minneapolis

MRS. NANCY LUCKWELL
Assistant Secretary
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REGIONAL VICE PRESIDENTS

David Reed
Minnesota City

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Owatonna

William Sell
Mahtomedi

Frederick Rahr
Minneapolis

Paul Anderson
Fergus Falls

James Lang
Grand Rapids

COMMENTS ON THE DRAFT ENVIRONMENTAL IMPACT STATEMENT ON I-35E

I. We believe the proposed route does not give adequate consideration to preservation of certain valuable wetlands, forested areas and wildlife habitat. Specifically, we feel that:

A

A. The corridor should follow Alt. 2, by-passing Blackhawk Lake

B

B. It should go further east of LeMay Lake, further west of Rogers Lake, and further east of Pitt Lake

C

C. These lakes must not be used as holding ponds for highway run-off since the salt and other de-icing compounds are toxic to fish and wildlife.

D

II. We question the necessity for a 70-miles-per-hour design freeway. This design speed is questionable in light of the Emergency Highway Energy Conservation Act which establishes a national 55-miles-per-hour speed limit. We feel that with the 55-miles-per-hour speed limit, highway design would lessen the impact on wildlife and wildlife habitat.

E

III. We do not agree with the statement that "As time passes, animal populations would adjust to the severance and the number of highway kills would reduce." The immediate loss of approximately 738 acres of wetland, woodland, grassland and farmland habitat to waterfowl, game, furbearers and songbirds is a serious and significant impact especially considering the loss of adjacent habitat to residential and commercial development that will be a secondary impact of the construction project.

A See page 26 for a discussion of the reasons for selecting Alternative A1.

B See Response K, Page 145.

C Table 5A, page 41, shows our estimate of the normal salt concentrations for the six lakes after construction of I-35E.

D See Response A, page 131.

E See corrected text, page 51.

August 13, 1976

K. K. McRae, District Engineer
Minnesota Highway Department, District 9
3485 Hadley Ave. North
North St. Paul, Mn. 55109

Dear Mr. McRae,

We are concerned about the impact of the proposed 35E through our neighborhood of Palomino Hills in Apple Valley. We realize we are in a small minority since many people (according to the news media) want proposed 35E and want it now, no matter what the costs. We want to voice our concern over the immediate adverse and long term deteriorating affects which proposed 35E will have on the quality of life we enjoy in our neighborhood.

I. BACKGROUND

We have thoroughly studied the EIS and supporting Noise Analysis Report relating to proposed 35E thru Dakota County. Our neighborhood of Palomino Hills and Villa du Parc in Burnsville are the only two residential areas which the corridor disects thus causing the potential problems. Although we feel there are many detrimental impacts of the proposed 35E along the corridor, this letter deals only with affects on our neighborhood.

II. VIOLATIONS NOT CONSIDERED IN EIS:

This section deals with obvious omissions and incomplete analysis of the noise pollution problem to be created by proposed 35E.

A 1. The State Noise Standards established by the M.P.C.A. in 1974 do not intend to be adhered to, according to the EIS.

B 2. Within the M.P.C.A. Noise Standards, the night level L_{10} of 55 dBA was not addressed in either the EIS or the supporting Noise Analysis Report.

C 3. The M.P.C.A. has also taken current noise level readings in Palomino Hills at the residents requests. Discrepencies definitely exist.

Noise Analysis Report - Daytime L_{10} 55dBA

MPCA - Daytime L_{10} 44-46 dBA

(Attached Exhibit A)

D

4. We do not have the knowledge to dispute the projected traffic (cars and trucks) on proposed 35E. However, preliminary design shows an uphill grade past our homes which was not considered in the projected noise levels. The fact being that trucks will be downshifting to climb the grade causing more noise.

E

5. Our neighborhood of Palomino Hills is extremely hilly in terrain. The Noise Analysis Report did not address this problem.

   The proposed noise abatement barriers will give us and many others in Palomino Hills absolutely no noise pollution protection, since our homes are at a level higher than the barriers.

F

6. The three years of construction noise should be addressed, but was left out of the EIS other than a passing comment.

G

7. Reports we have read from other parts of the country, state that property values of homes near freeways decrease in value from 15-30%.

H

   The gradual degrading effect the freeway will have on our neighborhood is of major concern. Studies show a "domino" pattern of depreciation and deterioration develops in neighborhoods adjacent to freeways.

8. The State Environmental Policy 116D.02 declares the state to "minimize noise, particularly in urban areas". The following recommendation will provide far less noise pollution to Palomino Hills than the current proposed route.

I

III. RECOMMENDATION FOR DESIGN ALTERNATIVE:

Proposal: The attached Exhibit B shows our proposed alternative for 35E when passing the Palomino Hills residential area.

Exhibit B represents an alternative which would move the freeway a minimum of 500 feet to the northwest of its current alignment from the point where Sweetwater Dr. and Chaparral Dr. intersect in Palomino Hills to where proposed 35E interchanges with Cedar Avenue.

The land required for this alternative is undeveloped having the same characteristics as the present corridor.

The highway personnel attempting to answer our questions at the Public Hearing on July 22, 1976 felt this alternative was feasible and would certainly reduce the adverse noise impact on our neighborhood.

Advantages:

1. Noise pollution for approximately 160 residences would be significantly less. This includes the several homes in Area F (Kings Road) of the Noise Analysis Report.

2. Two ponds in Palomino Hills would remain untouched.

3. The existing corridor land would be available for other use - such as open space park land.

4. Much visual intrusion would be eliminated.

Disadvantages:

1. Additional design needed.

2. Possible need to acquire more land.

Summary: To us and many others (residents and non-residents) who we have discussed this alternative with, the advantages of the above recommendation far outweigh the disadvantages. For this reason we ask the following actions be taken.

IV. ACTIONS REQUESTED:

We request that this letter and attachments be included into the preliminary EIS review and forwarded to all government agencies concerned with this project.

We are copying officials listed below to assure that problem areas brought forth within this letter, along with the proposed alternative (as well as any other alternatives from other citizens), are thoroughly evaluated by the proper agencies of the government.

V. CONCLUSION:

The Environmental Policy 116D.04 Subd. 6. declares; "No state action significantly affecting the quality of the environment shall be allowed, nor shall any permit for natural resources management and development be granted, where such action or permit has caused or is likely to cause pollution, impairment, or destruction of the air, water, land or other natural resources located within the state, so long as there is a feasible and prudent alternative consistent with the reasonable requirements of the public health, safety and welfare and the state's paramount concern for the protection of its air, water, land and other natural resources from pollution, impairment, and destruction. Economic considerations alone shall not justify such conduct."

The above law provides the basis for our request for further analysis and alternatives to minimize the adverse impacts of proposed 35E through our neighborhood.

The issue is not whether a better road system is needed in Dakota County but to build it within the laws and regulations and with concern for the existing residential areas, thus minimizing the adverse affects.

Mark L. Gjerde
102 Chaparral Ct.
Apple Valley, Minn. 55124

Terrence W. Peterson
170 Chaparral Dr.
Apple Valley, Minn. 55124

Copies to: Governor Wendell Anderson
Peter Gove, Executive Director M.P.C.A.
Andrew Hayes, Apple Valley Council
R. James Harrington, Commissioner of Transportation
Ray Kempe, State Representative
Howard Knutson, State Senator
Frank Marzitelli, Commissioner of Highways
Al Perez, Chief of Noise Section M.P.C.A.
Warren Spannaus, Attorney General

MINNESOTA POLLUTION CONTROL AGENCY

1935 W. County Road B2, / Roseville, Minnesota 55113

612-296-7280

July 23, 1974

Mrs. Mark Gjerde
102 Chaparral Court
Apple Valley, Mn. 55124

Dear Mrs. Gjerde:

Enclosed is a copy of the noise survey taken in Apple Valley on Tuesday, July 16. Although the survey duration was only 15 minutes, we feel these levels are fairly indicative of the normal background noise levels in your neighborhood. The L_{10} of the survey is 44-46 dBA. 40-42 dBA was recorded as the level exceeded 50% of the time.

Sincerely,

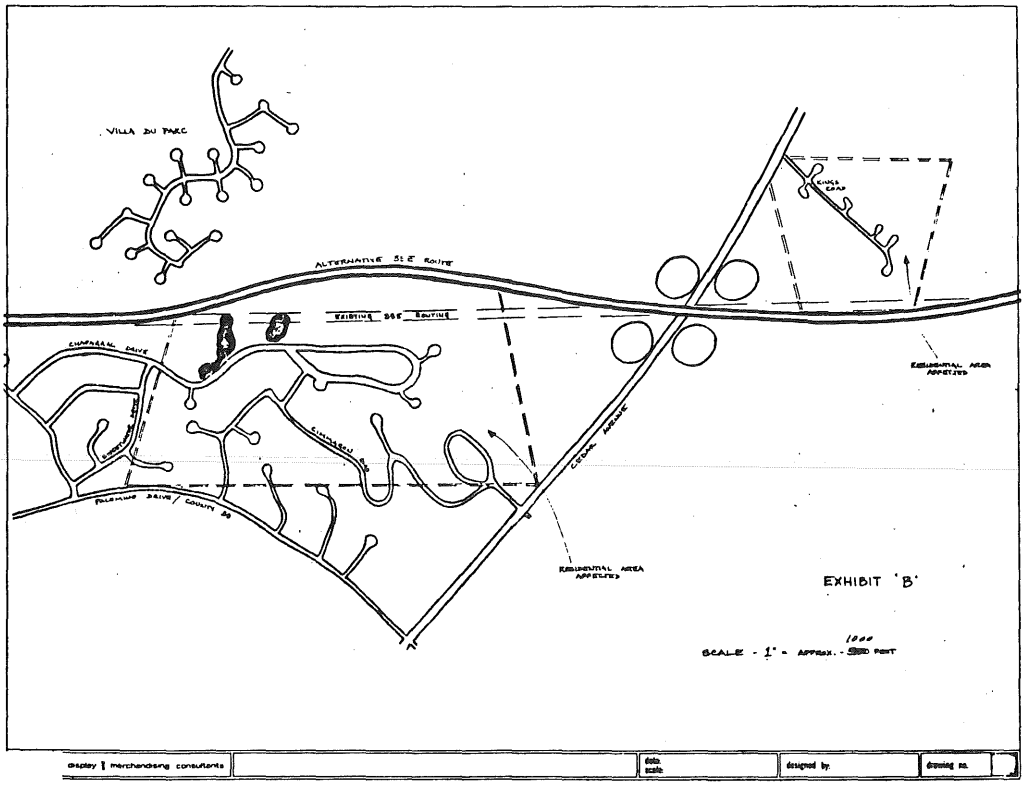
Nancy Moore

NANCY MOORE
Noise Pollution Control Section
Division of Air Quality

NM:es

encl

AN EQUAL OPPORTUNITY EMPLOYER


VILLA DU PARC
ALTERNATIVE SITE ROUTE
EXISTING SITE ROUTING
CHAPARRAL DRIVE
SYCAMORE ROAD
SYCAMORE AVENUE
RESIDENTIAL AREA APPROVED
RESIDENTIAL AREA APPROVED
EXHIBIT 'B'
SCALE - 1" = APPROX. - 1000 FEET
display & merchandising consultants
date
scale
designed by
drawing no.

A Noise abatement measures proposed for the Palomino Hills-Villa du Parc area will attenuate the forecasted daytime traffic noise levels to the State noise standard (NCP-2) L_{10} of 65 dBA or less.

B The State nighttime standards are in effect until 7:00 AM and the morning rush hour begins much earlier. Reducing the traffic noise to the State nighttime standards of L_{10} 55 dBA is therefore physically impossible with current technology. The Final Noise Report will more explicitly identify the predicted noise levels. See Bibliography for the availability of this report.

C The Minnesota Pollution Control Agency (MPCA) and the State Highway Department recorded the ambient noise readings a year apart. Both are technically valid for the conditions existing at the time of recording. The MPCA staff has advised us through conversation that such fluctuations are common in a residential area. Noise levels fluctuate with the time of day and year, wind, neighborhood activities, and other factors.

D The analysis for the predicted noise levels considered both the steepness and the length of the grades.

E The preliminary design for noise abatement near Palomino Hills considers the terrain. It now appears feasible to reduce noise levels to L_{10} 65 dBA at the first row of houses through the year 2000. Noise levels at the second and third row of houses, regardless of elevation, will be less.

F Predicting and quantifying construction noise is not possible to the extent that it is possible to predict highway traffic noise. The plans and specifications for the construction contract will include special provisions to minimize the noise itself or to at least limit it to certain periods during the day in order to minimize the impact. We will develop these special provisions during the detail design and construction requirements phases of the project's development.

The Minnesota Standard Specifications for Highway Construction requires the contractor to comply with all local laws and regulations concerning construction activities, including local noise control ordinances.

G Predicting the impacts to land values is uncertain. Some studies which have followed land values of property adjacent to freeways do indeed indicate that residential property values can decrease after the freeway is built. Other studies indicate the opposite.

G

A 1971 study found that the overall effect of freeways on residential property values in the Twin Cities is minimal. A difference exists, however, in growth rates in certain cases. Less growth in value occurs to property adjacent to the freeway as compared to land at least one block away.

The I-35E corridor has been a part of the community since 1959, and we assume that its effect has been reflected in the value of residential properties adjacent to it.

H

We disagree. The studies we have researched indicate that while there may be some negative effect on land values of residential property adjacent to the freeway corridor, the land values of residential properties one block or more away from the corridor are independent of the freeway impacts.

I

We disagree that the proposed alignment shift would result in any significant reduction of impacts.

The savings of the two ponds in the Palomino Hills area would be at the expense of an equal amount of wetlands in Burnsville and Eagan. The visual intrusion to the Palomino Hills area would transfer to the Burnsville area. The shift would limit the sight distances at the TH 36 interchange, adversely affecting its operating and safety features.

The noise from the proposed alignment shift would be approximately the same as that from the Selected Alternative. Noise barriers on the Selected Alternative can abate the noise to State and Federal standards. Thus since the proposed alignment shift would create some impacts but would not reduce any impacts, we feel that the Selected Alternative is more suitable

UNITED STATES
ENVIRONMENTAL PROTECTION AGENCY
REGION V
230 SOUTH DEARBORN ST.
CHICAGO, ILLINOIS 60604

AUG 23 1976

Mr. Paul G. Velz
Road Design Engineer
State of Minnesota
Department of Highways
St. Paul, Minnesota 55155

Dear Mr. Velz:

We have completed our review of the Draft Environmental Impact Statement (EIS) for Interstate 35E in Dakota County, Minnesota from South JCT. I35 to T.H. 110 which was transmitted with your letter of June 29, 1976. We have no major environmental objections to the proposed project, but request additional information to assess the total project impact. The following comments should be addressed for a complete analysis of potential impacts associated with the project.

A There is one aspect of the air quality analysis which was mentioned in our preliminary comments on May 3, 1976, which was not addressed in the Draft EIS. Specifically, it should be determined whether I-35 or I-494 will have adverse impacts when combined with I-35E at the respective intersections since they represent areas of high traffic volumes. Quantitative estimates may not be necessary, but as a minimum, a qualitative discussion based on emission factors and traffic volumes should be made.

B It was noted on page 94 of the EIS that not constructing I-35E in St. Paul could result in an overloading of the St. Paul street system. The EIS should make some assessment regarding the affect that this increased congestion would have on maintenance of air quality standards within the St. Paul Central Business District. Since construction of the rural segment of I-35E could induce construction of the segment of I-35E through St. Paul, the EIS should reflect any potential air quality problems that may result from that urban portion of the roadway.

C The "Noise Analysis Summary" on page 58 indicates that there are three sites which are feasible for noise mitigation. A more definitive statement explaining whether or not noise barriers will be included in roadway design for these areas should be provided in the Final EIS. Other noise mitigation measures should be discussed for residences where barrier construction is not feasible. Specifically, housing setback and/or soundproofing or relocation should also be evaluated.

D It appears from exhibits included in the Draft EIS that both water quality impacts as well as woodland impacts would be reduced with Alternate A2 which bypasses Blackhawk Lake. We, therefore, endorse

D

the A2 Alternative as the more environmentally favorable plan. However, should the A1 plan be selected, the EIS should present more detailed information on the water quality impacts of crossing Blackhawk Lake as well as potential mitigation measures. The possibility of utilizing the natural topography, drainage and runoff waters to create wetland areas after project construction should be explored. These wetlands may alleviate some of the adverse impacts on wetland habitat and also serve as a drainage system which could alleviate some of the adverse effects to water quality of the study area due to roadway runoff. We suggest that efforts be coordinated with the Minnesota Department of Natural Resources and the U.S. Fish and Wildlife Service with regard to the above as well as to determine measures which may reduce wetland and water quality impacts.

E

Some clarification should be made with regard to the traffic volumes used in the EIS. It should be explained if traffic to be generated by the proposed shopping center at the junction of C.R. 42 and I-35 and the Minnesota Zoological Gardens was included in the predicted traffic volumes for I-35E.

F

Also, we understand that the Metropolitan Council has made considerable revisions in their statistical estimating methods relating to population projections for the Twin Cities area. These methods have demonstrated that earlier projections overestimated population growth. It should be explained if these latest projections were incorporated into the EIS; and if not, how they affect conclusions resulting from the environmental analysis.

G

Consideration should be given to utilizing the sludge from the metropolitan wastewater treatment plant instead of commercial fertilizers as stated in the EIS. The use of this sludge would accomplish the desired results of reestablishing ground cover disturbed by construction at a considerable taxpayer savings to both agencies involved in the transfer of this nutrient rich resource.

We have classified our comments as Category LO-2. Specifically, this means we have no major objections to the project; however, we believe additional information is needed in the EIS to fully evaluate the project's environmental impacts. This classification and the date of our comments will appear in the Federal Register. We appreciate the opportunity to review this Draft EIS and welcomed the opportunity for early involvement with this project which was provided to us through a preliminary air quality document. Please send us two copies of the Final EIS when it is filed with the Council on Environmental Quality.

Sincerely yours,

Barbara Jean Taylor for

Gary A. Williams
Chief,
Environmental Review Section

A

This series of interchanges, I-35E, I-494, and TH 55, will carry a large volume of traffic. But because they are spread out over such a large area and will have free flowing traffic, dispersion will reduce vehicle emissions to low levels by the time they reach any receptors.

Using the latest traffic data and EPA's Volume 9 method of calculating emissions, the carbon monoxide levels at the nearest receptor[1] will be 2.2 parts per million (ppm) in a peak hour by the year 2000 (design year). These estimates indicate that the carbon monoxide levels will be very low.

B

As stated on page 56, only 7 percent of the vehicles on I-35E, south of proposed I-494, will go to the St. Paul CBD. Thus the Selected Alternative will have little impact on the St. Paul CBD.

The St. Paul Transportation Control Plan (Part II, August 1976) states that, "The completion of a ring route around the downtown and completion of I-35E will greatly reduce CO emissions in downtown by reducing through trips." Therefore, whether the portion of I-35E in St. Paul is built or not, the Selected Alternative will have little impact on the St. Paul CBD.

C

See added text, page 61.

D

See page 38 for the added assessment of impacts and mitigation measures for Blackhawk Lake.

We will continue to coordinate our efforts with the Minnesota Department of Natural Resources and with the Fish and Wildlife Service to reduce any adverse impacts.

E

The traffic forecast considers the traffic generated by both the shopping center and the zoo.

---

[1] The receptor is a house that is southeast of the area of interchanges and 107 meters from the nearest roadway (a ramp).

F

As stated on page 10, the traffic forecasts used the latest Metropolitan Council population forecasts. The council is now revising its forecast methods, but does not expect that the new forecast for the Study Area will be significantly lower. A lower volume of traffic would reduce those environmental impacts that are dependent on traffic volumes. Noise and air pollution, for example, could be slightly reduced, but the impacts of wildlife habitat removal or wetlands removal would not change. The difference in impacts would be small.

G

Wastewater treatment sludge is indeed a nutrient rich resource. A 1973 study[1] found, however, that the bulkiness of the sludge creates prohibitive trucking costs. Its use is therefore not prudent on this project.

---

[1] Glasow, Thomas A., Unpublished study, Use of Sewage Sludge for Fertilizing Roadside Areas Minnesota Highway Department, May 23, 1974.

Form DOT F 1320.1 (1-67)

UNITED STATES GOVERNMENT

DEPARTMENT OF TRANSPORTATION

OFFICE OF THE SECRETARY

Memorandum

DATE: SEP 14 1976

In reply refer to:

SUBJECT: Draft Environmental Impact Statement for Interstate 35E in Dakota County, Minnesota (FHWA-MN-EIS-76-04-D)

FROM: Assistant Secretary for Environment, Safety, and Consumer Affairs

TO: Chief, Environmental Programs Division, FHWA/HEV-10

We have reviewed the draft environmental impact statement (EIS) for I-35E in Dakota County between I-35 and TH 110. We have the following comments to offer:

Project Justification

A

According to the statement, a primary need for this action is to further "the balancing of transportation" between Minneapolis and St. Paul (page 6). Accordingly, it is designed to provide overall regional access. However, there is no evidence in the statement that this segment is needed to accomplish this objective. A review of planned and completed freeways in the same area suggests that access to and from the metropolitan region can be handled by I-35W, I-494, and a relatively short extension of I-35E south to its intersection with I-494. Construction of the remainder of I-35E between I-494 and I-35 would seem to provide only marginal additional regional benefits.

B

If this project is to be justified on the basis of regional transportation needs, it must be clearly demonstrated that other facilities either existing or planned will be unable to provide adequate service. Further, the statement does not discuss the relationship of the proposed I-35E improvements to the planned upgrading of TH 36, which was the subject of a recently approved final EIS. Since the improved TH 36 (including an expanded bridge crossing over the Minnesota River) would appear to serve much of the area served by I-35E, the relationship of these two proposals should be discussed in the final EIS.

C

While the EIS fails to indicate a strong regional need for the I-35E extension, it does indicate significant problems in the ability of TH 13 and adjacent local streets to meet predicted traffic demands. If a substantial regional need cannot be demonstrated, the EIS should consider other non-freeway alternatives which will meet local traffic needs. These alternatives should include the feasibility of upgrading existing corridors.

Wetlands

D We have a number of concerns with respect to the potential impact of the freeway upon wetlands. First, the final statement should definitely include a statement by a representative of the Department of the Interior and other qualified officials regarding their assessment of the impact upon the wetlands, opinion of the value of the wetlands, and recommendations regarding the proposed action. (DOT Order 5610.1B, Attachment 2, Section 12c of "Procedures for Considering Environmental Impacts, September 30, 1974.")

E The statement should also discuss structural alternatives to filling wetland areas in order to mitigate the impact. Finally, there is no consideration of the impact upon wetlands due to possible changes in the water table or drainage characteristics.

Effects on Drainage

F On page 40, the EIS states that the project will produce ponding adjacent to the roadway. Such ponding may alter or destroy plant and animal habitat in the affected areas. However, there is no indication that the Highway Department intends to take any remedial action. Apparently, it plans to rely on anticipated future municipal storm sewer construction to alleviate the ponding problem. The statement should indicate the basis for the view that future sewer construction will handle the problem.

Noise Levels, Future Development, and Land Use Controls

G The EIS acknowledges that noise at many locations along the proposed highway is expected eventually to exceed State and Federal standards for residential areas. The EIS places the responsibility for locating new development away from these noisy areas upon the developer and the community. It appears, however, that the Highway Department might play a more active role, and do what it can to encourage development that will be compatible with the proposed highway. The results of any efforts of this sort should be discussed in the final statement.

H The EIS states that the major secondary impacts of the proposal will be the facilitation of continued development in the vicinity of the freeway. The EIS also indicates that the

H

Metropolitan Council's jurisdiction already encompasses the project area. It does not, however, indicate specifically what the land use management objectives of the Metropolitan Council are for this area. Similarly, the EIS does not offer specifics as to whether the various land use measures necessary to control the anticipated development have actually been implemented. If such controls have not been implemented, or are not planned for implementation, any efforts on the part of the Highway Department to work with the appropriate units of government on this matter should be documented in the final EIS.

I

As suggested above, we are not satisfied that all reasonable alternatives (including "no-build" or lesser scale alternatives) have been fully explored in the context of the transportation needs of the study area. However, of the two build alternatives presented in the draft EIS, the data in the draft EIS suggests that A2 creates the least adverse environmental impact. The major advantage of A2 is that it avoids Blackhawk Lake, which has local recreational and aesthetic value (pages 24 and 76). Further, A2 will have a greatly reduced impact upon various sensitive wildlife species (page 50). Yet, A2 still appears to provide transportation benefits nearly identical to those provided in A1.

We appreciate the opportunity to review the draft environmental impact statement for this project and look forward to receiving the final statement, including the responses forwarded by other government agencies and the general public on the draft statement.

for Judith T. Connor

Nationally, economics and national defense both justify the interstate system. Interstate highways serve both the 3,000 mile trip and the three mile trip with a high degree of safety.

Justification at the state level is based on the planning that designated both St. Paul and Minneapolis as cities to be individually served by the interstate routes. Thus the interstate system includes north-south routes through both cities. The system was also designed to serve both cities equally and directly, and was designed so that traffic would not have to go through one city to get to the other.

Traveling north on a route that would follow I-35W, I-494, and I-35E (north of TH 110) to St. Paul rather than traveling directly on I-35E would add about six miles to a trip originating south of the I-35E--I-35W interchange. The added cost and the added time required for the indirect route would increase the attractiveness of Minneapolis at the expense of St. Paul.

At the metropolitan level, justification is based on the Metropolitan Council's Metropolitan Development Guide (MDG). The MDG is the comprehensive plan for the Minneapolis--St. Paul Metropolitan Area (MSMA). It is the key document for coordinating growth in the area.

A

The MDG includes the Study Area within the area that is to be provided with urban services. Growth in the Study Area is occuring now, and the Metropolitan Council's policy also encourages future growth.

The MDG provides for a metropolitan area (a regional area) system of principal arterials to serve both regional and interregional travel demands. I-35E and I-35W will both be principal arterials in the 1990 Metropolitan Highway System Plan. I-35W now provides a north-south river crossing between Minneapolis and the southern second and third ring suburbs; I-35E will provide a northeast-southwest river crossing between St. Paul and the second and third ring suburbs.

The latest traffic forecasts indicate that traffic on each route will exceed 100,000 vehicles per day (vpd), on the highest volume segments of each highway, in the year 2000. Thus both routes are needed.

If I-35E is not built, traffic will divert to other major routes such as I-35W (10,000 vpd in year 2000), to TH 13 (30,000 vpd in year 2000), to other trunk highways and to county and city roads. These diversions to roads that are now full or that are not designed to handle such large traffic increases runs directly counter to the functional classification theory: to serve high trip demands in a safe and efficient manner on a low mileage system of principal arterials which is designed to freeway standards.

A

At the local level, justification is based on county and city planning that has emphasized the need for I-35E. I-35E appears in their thoroughfare plans, they have reserved right-of-way for it, and they have exerted strong pressure to build I-35E. If I-35E is not built, the local roads would receive increased traffic, and the cities and the county would have to upgrade them.

For a more thorough discussion of the justification for this project, see pages 4 through 13 and page 19.

B

TH 36 and I-35E will serve quite different Metropolitan Area travel needs. Traffic forecasts for both of these projects assumed that both will exist. The traffic volumes for both projects are substantial, but they are not interchangeable.

When I-35E is built, the TH 36 traffic volumes will be about 40,000 vehicles per day (vpd). If I-35E is not built, the TH 36 traffic volumes will increase only 12 percent to about 45,000 vpd, indicating that they serve different trip needs.

TH 36 provides a north-south river crossing between Minneapolis and the second and third ring suburbs. I-35E will provide a northeast-southwest river crossing between St. Paul and the second and third ring suburbs. Although the two cities are adjacent, they are not one homogenious unit. They each have their own central business district and their own cultural, business, and residential orientations.

C

See Response A, page 125.

D

Since early 1974, we have closely coordinated our environmental studies with local officials of the U. S. Fish and Wildlife Service and with officials of several other State and Federal agencies. These officials have had several opportunities to review the plans and to tour the project area. See page 134 for their latest position on the impacts to Blackhawk Lake.

E

I-35E will pass through a terminal moraine topography that is pockmarked with pot-holes and depressions. Developing a safe and functional highway through this area is impossible without eliminating on encroaching on some of them.

The wetlands are generally small, varying from one to five acres. Some are a part of the near-surface water table and others are a part of a perched water table. The drainage areas for these wetlands are also generally small.

Bridging the wetlands would be feasible, but it would be expensive. As stated on page 40, the basis of highway drainage is to "perpetuate flows across the highway right of way and to minimize the diversion of runoff

from one watershed to another." The most practical method is to place drainage structures, such as concrete pipe, under the roadway.

The drainage design will require some diversion of natural drainage, but because of the small watersheds, the impacts will be local.

E

The impacts to the watertables will also be local. Most of the impact will be to perched watertables in areas where I-35E will cut below the water table. Because of the composition of the morainic soils, these perched watertables are generally small, and once drained, they will not recharge.

In those areas where I-35E will cut into the near-surface watertable, it will have a local impact along the corridor. The watertable, however, follows the ground surface in a modified way, and as the distance from the cut increases, the closer the watertable will be to its original surface.

See also Response B, page 140 and for impacts to Blackhawk Lake, see page 38.

F

The I-35E drainage plan is the result of a long history of coordination with local officials to jointly develop coincident portions of the area's drainage system. Many natural ponding areas are adjacent to the I-35E corridor. Municipal storm sewer plans designate many of them as storm sewer detention areas. Coordination with local officials will continue through the final design and construction phases.

Where the highway drainage system is not a part of the cities storm sewer system, the highway drainage system will use existing ponds and depressions as much as possible. In this type of terrain, however, positive outlets are both desirable and practical. We will obtain ponding rights for all ponds and depressions required for highway drainage.

Where insufficient natural storage exists, I-35E will require building additional ponds or modification of some existing ponds. Any pond modification or fluctuation of water level will alter the plant and animal community associated with that pond. We know of no unique or endangered species of plants or animals associated with the ponds along the I-35E corridor.

Drainage from I-35E will be only a small part of the cities' total drainage and will not significantly impact their system.

G

We are actively involved with and are concerned about new developments near both proposed and existing highways. The State Highway Department reviews and makes a noise analysis for each proposed development which is to be adjacent to State highways. The Department

G

routinely furnishes this information to the local officials before their approval of plats.

The four cities of the Study Area have all received copies of the *I-35E Draft EIS*, the Noise Analysis Report, and the U.S. DOT publication, *The Audible Landscape*. They have also received special aerial photo mosaics which show the design year (year 2000) noise contours along the I-35E corridor to assist planning for development.

As the detail design of I-35E progresses, noise level predictions will define where I-35E will impact existing development. The State Highway Department will then present detailed abatement plans for existing developments.

H

The general objective of Metropolitan Council's Development Framework is to preserve and improve the quality of life which the Metropolitan Area residents enjoy by guiding the pattern of the region's development. This includes all aspects of metropolitan life: social, economic, government, and environment. The tool for accommodating the regional growth rationally and economically is the enforcement of the Urban Services Area concept described on pages 18 and 19.

The 1975 Urban Services boundary already encompasses the Study Area. This means that many of the specific services necessary for growth, such as sewer, water, and electric utilities, already exist. Other services such as transportation are basically planned and approved or are in the final stages of development.

The specified land-use management objective of the Metropolitan Council for this area, then, is full development. The essential, controllable utilities are already available, and the development plans have been implemented.

I

See page 26 for a discussion of the reasons for selecting Alternative AI.

Minnesota Pollution Control Agency

September 16, 1976

Mr. K. K. McRae
District Engineer
Minnesota Highway Department
District 9
3485 Hadley Avenue North
North St. Paul, Minnesota 55109

Dear Mr. McRae:

The Agency has reviewed the Draft Environmental Impact Statement for Interstate 35E and have the following comments.

Water Quality

A

We request a copy of the report upon which the water quality information presented in this draft EIS was to have been based, i.e., "Preliminary Hydraulics and Water Quality Analysis for I-35E."

Highway Drainage - page 40

B

It is unclear what provisions will be built into the proposed actions regarding highway drainage. Statements such as ". . .initially, the proposed action would have ponding in the watershed adjacent to the road way. . ." does not indicate firmly that ponding areas will be provided. Again, ". . .many of these ponds would eventually be provided with outlets to the Mississippi and Minnesota Rivers and the larger study area lakes as a result of the municipal storm sewer construction. . ." does not give adequate information as to the probable impacts of highway drainage. The MPCA, the Division of Water Quality, would recommend that ponding areas be provided which include baffles and skimming devices to minimize the discharge of sediments, oil and grease which may accumulate in the ponds. Natural existing water bodies should be avoided for use as ponding areas unless appropriate measures are employed to avoid adverse impacts to the

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B maximum practicable extent. Ponding areas should be designed to collect and retain highway drainage and future storm water drainage from the effects of induced development. Under present technology, it is unacceptable to allow highway drainage to be discharged to waters of the State without provisions for abatement of associated environmental impacts.

Salts, Surface Waters - page 41

C Ponding areas, again, are alluded to without specific information on their location, size, drainage area, and mitigating affects. It would be helpful to provide maps with a definition of the associated watersheds and location of ponding areas and discharge provisions.

Section 404 Permits - page 43

D The EIS should identify: 1) each 404 Permit necessary; 2) the proposed action which requires such a permit; and 3) what mitigating measures will be applied to minimize impacts resulting from such actions. In addition, all other state and local permits should be identified with similar information.

Impacts - page 50

E The impacts on water quality and the aquatic communities associated with the streams which will receive highway run-off, should be at a minimum identified qualitatively and where possible quantitatively.

General Water Quality Comments

F Of considerable concern is the lack of discussion of the construction alternative connecting 35W to Cedar Avenue near 130th Street West, especially in view of the possibility that the road section from Trunk Higwhay 36 (Cedar Avenue) to Trunk Highway 55 may never be built. This alternative would avoid the residential areas where natural wetlands will be destroyed and where it has been suggested that noise abatement is not feasible.

Noise

Page 2

G "The design speed would be 70 miles per hour." Why? This is questionable legally and from the obvious safety, energy and noise impacts. Furthermore, it raises the issue as to what speed was used for the projections in the report.

Page 57 - 61

H The State Noise Standards are ignored with the promise that, "The design of the Proposed Action would include all reasonable efforts to comply with the State Standards, considering technical feasibility and cost of compliance."

The nighttime residential standards receive passing mention with little discussion or impact evaluation. It is stated that, "The State Highway Department will provide the future noise forecasts to the municipalities to help plan adjacent development." (See page 16 also). Since these forecasts will apparently not include the nighttime impacts, they will be misleading to municipal planners as to where acceptable residential developments could take place.

The Highway Department misses the point that the State Standards are the dominant requirements in Minnesota to insure that noise is kept within acceptable limits to our residents. A promise is not enough. The Department has not proved that technical and economic reasons prevent the development of an acceptable 35E in relation to noise.

Induced Growth - Secondary Impacts - page 93

I The impact of further residential development across Wold-Chamberlain Field on the preferential runway noise abatement procedures is not discussed. This area accounts for 50 percent of air traffic to and from Wold-Chamberlain. Any growth within this area could destroy this delicate system and the obvious noise relief to St. Paul, Minneapolis, Bloomington and Richfield residents.

Energy Use - page 95

J At what speed and mode of operation is a motor vehicle most efficient? Certainly not at freeway speeds! Information on this section is misleading and should be

J questioned. Noise and energy go hand an hand. Basically, noise is wasted energy. An energy efficient highway is a quieter highway.

Adverse Impacts - page 98

K Under "adverse impacts" that can not be "reduced to acceptable levels" noise is not discussed. Since the State Standards are the acceptable levels in Minnesota and the Highway Department has apparently no intention of achieving these levels, particularly for nighttime conditions, it should be clear to all concerned that our citizens will be exposed to unacceptable levels in violation of State laws and regulations.

General Noise Comments

The Noise Section of the MPCA concurs with the letter written by Messrs. Gjerde and Peterson, addressed to you, dated August 13, 1976.

Sincerely,

Ron Way.

Ron Way
Assistant Director

RW/re

cc: Frank Marzitelli
Jim Harrington
Mark Gjerde
Terrence Peterson

A

As you requested, we sent a copy of the Preliminary Hydraulics and Water Quality Analysis for I-35E on September 30, 1976.

B

See Response D, page 126 and Response E, page 165.

C

See Response B, page 143 and Response E, page 165.

D

I-35E will require a 404 permit. The specific action which will require the permit will be the filling of wetlands, including Pitt and Blackhawk Lakes. The permit application will detail the exact location of each wetland.

I-35E will also require a permit from the Minnesota Department of Natural Resources for work in public waters. The specific actions that will require the permit will be the fills at Blackhawk and Pitt Lakes. For mitigation efforts, see Response E, page 126, and added text, page 38.

E

As stated on page 37, "Except for the Minnesota River, no well defined water courses are in the Study Area." After the Study Area Cities' complete their storm sewer system, I-35E will indirectly drain a small amount of runoff into the Vermillion River, approximately ten miles southeast of the Study Area. Therefore, I-35E will not directly impact any streams because of runoff.

See also Response D, page 126.

F

We have investigated this proposed alignment, but found that it is not an acceptable alternative. Specifically, we found that:

1. it would be one-half mile longer.

2. this portion of Cedar Avenue must also accommodate the proposed Zoo Road, and because it is too short to allow safe weaving lanes, it would not allow adequate traffic movement between the two highways.

3. it would cut a swath through the newly developing neighborhoods along C.R. 38.

4. it would have far greater social impacts; the Zoo Road corridor will require removing only three residences; the combined corridor for the two roadways would require many single family homes and apartments.

5. it would transfer the impacts from one area to another, but it would not eliminate them.

G See Response A, page 131.

H Of the approximately 200 homes near enough to be impacted by noise from I-35E, noise abatement measures will protect all but seven isolated homes. The terrain, however, may provide natural abatement to some of the seven homes. The detail design phase of the project will determine the exact number of homes that will be definitely impacted and the degree of impact.

For those homes that are impacted, we will request an exception to design noise levels on a case by case basis.

We have furnished the cities of the Study Area with the Noise Analysis Report for I-35E which includes the hourly fluctuations, both day and night, of noise for a specific sensitive location. The State Highway Department also maintains a close liaison with the counties and cities to provide technical advice about the highways which pass through their areas.

I I-35E will not influence the airport-residential noise conflict in northern Dakota County. First, most of the factors that influence growth are already present in this area. It will grow whether or not I-35E is built.

Second, the control of growth in this area is a matter of type and not of time. The cities have been adequately controlling the type of growth. They have allowed commercial and industrial growth, which is less sensitive to noise, and they plan to continue this pattern.

J A recent Study[1] found that a mixture of vehicles (83 percent automobiles and 17 percent trucks) used the following averages of gasoline per mile driven:

---

[1] Bloom, Kent, Transurban Computor Model (OPGAS), April 1973. As quoted in UTPS Reference Manual, FHWA--U.S. Department of Transportation, Washington D.C. June 1976.

MPH	Arterial Highways Gal. per mile	Freeways Gal. per mile
65		.0927
60		.0864
55		.0801
50		.0743
45	.0941	.0716
40	.0933	.0707
35	.0931	.0687
30	.0950	.0683
25	.0943	.0690
20	.0910	
15	.0924	

J

According to this study, then, a vehicle traveling 55 mph (the current legal speed limit) on a freeway will use less fuel than it would use traveling at any speed in the stop and go traffic of an arterial highway.

K

See added text, page 98.

The following comments on the Draft EIS require no responses.

-- RESOLUTION --

Planning Commission

City of Apple Valley

WHEREAS, a regular meeting of the Apple Valley Planning Commission was held on July 7, 1976 at 8:00 P.M. and

WHEREAS, the Planning Commission reviewed the original proposed right-of-way of I-35E, running along the northwest boundary of the City of Apple Valley; and

WHEREAS, the members of the Apple Valley Planning Commission noted th t the Comprehensive Plan for the City provides for and anticipates the proposed alignment for I-35E; and

WHEREAS it was noted that the plan for land uses and utilities includ ing sanitary sewer, water, storm sewer and City street alignments would be detrimentally affected if the alignment were altered; and

WHEREAS, it was further noted that much construction and several proposed Planned Developments in the Palomino Hills area of Apple Valley and other projects in the City of Apple Valley have been planned and developed dependent upon the proposed alignment and construction of I-35E; and

WHEREAS, existing zoning boundaries have been planned assuming the co struction of I-35E; and

WHEREAS, Apple Valley, for many years, projected its growth and repayment of improvement bonds based upon the timely construction of I-35E; and

WHEREAS, the Planning Commission has reviewed the environmental considerations contained in the Draft Environmental Impact Statement for Interstate 35E; and

WHEREAS, Apple Valley supports the judgment and resolution passed by the City of Eagan Advisory Planning Committee urging expeditious constructio of I-35E along the Alternative A1 alignment; and

WHEREAS, I-35E is desperately needed as a high type traffic facility to serve existing and future residents, as well as the Minnesota Zoological Garden, the Lebanon Hills Open Space Area and the major employment center that is developing in north central Dakota County.

NOW THEREFORE, upon motion by Nelson, seconded by Humphrey, all members voting in favor, it was RESOLVED that the Planning Commission of the City of Apple Valley be, and it is hereby on record, strongly urging the approval of the Environmental Impact Statement as submitted by the Minnesota State Highway Department and the immediate construction of Interstate 35E along the alignment proposed including the original Alternative A1 alignment through the City of Eagan.

CITY OF APPLE VALLEY

By: s/ Gene Glenn

Its: Chairman

DATED: July 7, 1976

WHEREAS, the Dakota County Planning Advisory Commission has reviewed the draft Environmental Impact Statement on I-35E,

NOW THEREFORE BE IT RESOLVED that the Dakota County Planning Advisory Commission urges the earliest possible completion of I-35E in Dakota County, and supports, for purposes ofthe Public Hearing, Alternative A-1, and that the Planning Advisory Commission's recommendations be entered into the Public Hearing record with the recommendations of the Dakota County Board of Commissioners.

I, Clellie Rickert, Recording Secretary for the Dakota County Planning Advisory Commission, certify that I have examined this copy of a resolution approved by the Dakota County Planning Advisory Commission at their July 1, 1976 meeting and have determined it is a true and correct copy of the resolution.

Date July 8, 1976

Clellie Rickert

Clellie Rickert, Recording Secretary
DAKOTA COUNTY PLANNING ADVISORY COMMISSION

METROPOLITAN
WASTE
CONTROL
COMMISSION
Twin Cities Area

July 9, 1976

Mr. Charles E. Burrill
Assistant Commissioner - Metropolitan Region
State of Minnesota
Department of Highways
St. Paul, Minnesota 55155

RE: FHWA-MN-EIS-76-04-D
Draft Environmental Impact Statement
for I-35E in Dakota County

Dear Mr. Burrill:

The Metropolitan Waste Control Commission reviewed the subject statement and has no objection to the location and construction of the proposed Interstate highway. The proposed highway alignment does not affect the existing Metropolitan Disposal System and the metropolitan sewer facilities serving the communities of Burnsville, Eagan and Mendota Heights have capacity available for complete development in these communities. The Commission is in the process of constructing a new wastewater treatment plant and interceptors to serve Apple Valley and Lakeville. Their completion will be before your anticipated use date of 1980-1983 and will provide service to development resulting from construction of I-35E.

We thank you for the opportunity to review and comment on this Draft Environmental Impact Statement.

Very truly yours,

Joseph D. Strauss
Chairman

JDS:RAO:CAC:kla

350 METRO SQUARE BLDG.
7TH & ROBERT STREETS
SAINT PAUL MN 55101
612 222-8423

recycled

BOARD OF COUNTY COMMISSIONERS

DAKOTA COUNTY, MINNESOTA

Date July 12, 1976 **Resolution No.** 15

Motion by Commissioner Murphy ***-- Seconded by Commissioner*** Scully

WHEREAS, the Dakota County Planning Advisory Commission has reviewed the Draft Environmental Impact Statement on I-35E, and recommends adoption of Alternative A-1, and

WHEREAS, Adoption of Alternative A-2 would involve extensive environmental damage and utility dislocation,

NOW THEREFORE, BE IT RESOLVED, that the Dakota County Board of Commissioners urges the early completion of I-35E in Dakota County and supports Alternative A-1, to be entered into the Public Hearing Record with the recommendations of the Dakota County Planning Advisory Commission.

	YES		NO
Scully	X	Scully	
Stassen	X	Stassen	
Murphy	X	Murphy	
Hollenkamp	X	Hollenkamp	
Ahlberg	X	Ahlberg	

State of Minnesota }
County of Dakota } ***ss.***

I, ***C. D. Onischuk,*** duly elected, qualified and acting County Auditor of the County of Dakota, State of Minnesota, do hereby certify that I have compared the foregoing copy of a resolution with the original minutes of the proceedings of the Board of County Commissioners, Dakota County, Minnesota, at their session held on the 12th day of July 19 76, now on file in my office, and have found the same to be a true and correct copy thereof.

Witness my hand and official seal at Hastings, Minnesota, this 12th day of July, 1976

C. D. Onischuk
County Auditor

CITY OF APPLE VALLEY
RESOLUTION NO. 1976-108

WHEREAS, a regular meeting of the Apple Valley Planning Commission was held on July 7, 1976, at 8:00 p.m., and

WHEREAS, the Planning Commission reviewed the original proposed right-of-way of I-35E, running along the northwest boundary of the City of Apple Valley, and

WHEREAS, the Comprehensive Plan for the City provides for and anticipates the proposed alignment for I-35E, and

WHEREAS, the plan for land uses and utilities including sanitary sewer, water, storm sewer and City street alignments would be detrimentally affected if the alignment were altered, and

WHEREAS, the Planning Commission noted that much construction and several proposed Planned Developments in the Palomino Hills area of Apple Valley and other projects in the City of Apple Valley have been planned and developed dependent upon the proposed alignment and construction of I-35E, and

WHEREAS, existing zoning boundaries have been planned assuming the construction of I-35E, and

WHEREAS, Apple Valley, for many years, projected its growth and repayment of improvement bonds based upon the timely construction of I-35E, and

WHEREAS, the Planning Commission reviewed the environmental considerations contained in the Draft Environmental Impact Statement for Interstate 35E, and

WHEREAS, I-35E is desperately needed as a high type traffic facility to serve existing and future residents, as well as the Minnesota Zoological Garden, the Lebanon Hills Open Space Area and the major employment center that is developing in north central Dakota County, and

WHEREAS, the Planning Commission adopted a resolution urging the approval of the Environmental Impact Statement as submitted by the Minnesota State Highway Department and the immediate construction of Interstate 35E along the alignment proposed including the original Alternative A1 alignment through the City of Eagan, and

WHEREAS, the City Council has been advised that resolutions supporting the Alternative A1 alignment have heretofore been adopted by the Eagan Planning Advisory Committee, the Eagan City Council, the Dakota County Planning Advisory Commission and the Dakota County Board of Commissioners;

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Apple Valley that it hereby endorses the Alternative A1 alignment for Interstate 35E in the City of Eagan as recommended and endorsed by the above bodies.

BE IT FURTHER RESOLVED that copies of this resolution be distributed as follows:

1. City of Eagan
2. County of Dakota
3. City of Burnsville
4. Metropolitan Council, Referral File 3586
5. Minnesota Highway Department

ADOPTED this 14th day of July, 1976.

s/ Fred J. Largen
Fred J. Largen, Mayor

ATTEST:

s/ Richard G. Asleson
Richard G. Asleson, City Clerk

CLERK'S CERTIFICATE

I, RICHARD G. ASLESON, City Clerk of the City of Apple Valley, hereby certify that the above resolution is a true and correct copy of a resolution adopted by the City Council on July 14th, 1976.

Richard G. Asleson, City Clerk

CITY OF LAKEVILLE
LAKEVILLE, MINNESOTA

RESOLUTION

Date: 19 July, 1976 Resolution No. 76-35

Motion by Curry Seconded by Zaun

WHEREAS, the City of Lakeville City Council has a strong interest in the proposed completion of I-35E in Dakota County, and

WHEREAS, the Lakeville City Council believes the completion of I-35E will have a positive and substantial impact on the future development of the City of Lakeville, and

WHEREAS, the City of Lakeville will require substantial growth in the future years to adequately use and pay for past improvements made in the community and,

WHEREAS, the City Council believes that the completion of I-35E would provide the citizens of Lakeville, present and future, with improved highway transportation facilities, and

WHEREAS, the City of Lakeville has received the draft of the Environmental Impact Statement on Minnesota Project I-35E-4 and has reviewed said Statement.

NOW THEREFORE BE IT RESOLVED, that the Lakeville City Council supports the completion of I-35E between I-35 and T.H. 110.

ADOPTED this 19th day of July, 1976.

Edward J. Mako, Mayor

ATTEST:

Patrick E. McGarvey, City Clerk

Southeast Metropolitan Area
Chamber of Commerce
230 North Concord Street
South St. Paul, Minnesota 55075
(612) 451-2266

RESOLUTION

WHEREAS, the Board of Directors of the Southeast Metropolitan Area Chamber of Commerce of Dakota County has reviewed the Draft Environmental Impact Statement on I-35E, and recommends adoption of Alternative A-1, and

WHEREAS, adoption of Alternative A-2 would involve extensive environmental damage and utilities dislocation,

NOW THEREFORE BE IT RESOLVED, the Southeast Metropolitan Area Chamber of Commerce of Dakota County urges the early completion of I-35E in Dakota County and supports Alternative A-1 to be entered into the Public Hearing Record with the recommendation of its Board of Directors.

Nick Dreis
President

July 21, 1976

northern dakota county

CHAMBER OF COMMERCE

SUITE 101 • 33 E. WENTWORTH AVE. • PHONE: 224-4921 • WEST SAINT PAUL, MINNESOTA 55118

July 22, 1976

Mr. Kermit K. McRae
District Engineer
Minnesota Highway Department - Dist. 9
3485 Hadley Avenue North
P.O. Box 2050
North St. Paul, Minnesota 55109

Dear Mr. McRae:

The Board of Directors of the Northern Dakota County Chamber of Commerce, representing over 200 business firms and individuals in Eagan, Mendota Heights and West St. Paul, has reviewed the draft Environmental Statement for I-35E and supports the completion of I-35E, between I-35 and TH110, which is long overdue for the growth and safety of our area. The Board of Directors also goes on record in support of Alternate A1 as the best transportation link.

Sincerely,

NORTHERN DAKOTA COUNTY
CHAMBER OF COMMERCE

Thomas M. Oberle
President

TMO/jtd

PHONE 454-8100

CITY OF EAGAN

3795 PILOT KNOB ROAD
EAGAN, MINNESOTA
55122

July 22, 1976

Mr. Kermit McRae
District Engineer, District 9
Department of Highways
3485 Hadley Ave.
No. St. Paul, Mn. 55109

Re: Interstate Highway 35E
Draft Environmental Statement
Eagan, Minnesota

Dear Sir:

The Draft Environmental Impact Statement relating to the construction of Interstate Highway 35E through Dakota County has been received and reviewed as it relates to the City of Eagan.

The City Council has by separate resolution commented specifically on certain aspects of this project.

The City Council and staff join in commending your staff for the preparation of an excellent impact statement as well as the detailed supporting studies and reports. All of the major impacts are well documented and there is sufficient detail to provide a complete understanding of the minor impacts as well.

The City of Eagan agrees with the necessity of this improvement and urges that every possible effort be made to expedite its completion.

Throughout the past 16 years since the first proposed layout was presented to the Eagan Town Board, all of the planning, zoning, utility construction and Master Plans for water, sanitary sewer, storm sewer and street systems have been coordinated with this layout. The Town Board and subsequent Village and City Officials have kept the proposed corridor open, with no building construction within the proposed right-of-way that would interfere with the Freeway construction.

The staff of the City of Eagan has worked closely with the Highway Department to integrate the highway drainage needs into the City Master Plan for Storm Water Drainage. Continued cooperation will be extended throughout the final design and construction phases to provide joint projects where necessary to accomplish the necessary drainage control. Also, certain water and sanitary sewer line crossings of the Freeway will be coordinated with the Freeway construction to minimize future construction in the right-of-way.

Mr. Kermit McRae
District Engr., Dist. 9
Dept. of Highways
No. St. Paul, Mn. 55109

July 22, 1976

Re: Interstate Highway 35E

In summary, the City of Eagan has planned for and depended upon the construction of this proposed Freeway since its inception and considers it to be a vital link in the area wide transportation network.

We recommend that all efforts be made to expedite the construction of this highway.

Yours very truly,
EAGAN CITY COUNCIL

By Herbert H. Polzin
Herbert Polzin, Mayor

Advisory Council on
Historic Preservation
1522 K Street N.W.
Washington, D.C. 20005

August 13, 1976

Mr. Paul G. Velz
Road Design Engineer
Department of Highways
State of Minnesota
St. Paul Minnesota 55155

Dear Mr. Velz:

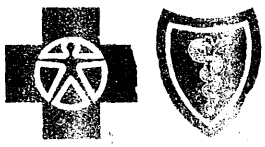
Thank you for your request of June 21, 1976 for comments on the environmental statement for Interstate 35E in Dakota County, Minnesota (FHWA-MN-EIS-76-04-D). Pursuant to our responsibilities under Section 102(2)(C) of the National Environmental Policy Act of 1969 and the Council's "Procedures for the Protection of Historic and Cultural Properties" (36 C.F.R., Part 800), we have determined that your draft environmental statement appears adequate concerning our area of interest, and we have no further comments to make.

Sincerely yours,

John D. McDermott
Director, Office of Review
and Compliance

The Council is an independent unit of the Executive Branch of the Federal Government charged by the Act of October 15, 1966 to advise the President and Congress in the field of Historic Preservation.

Blue Cross and
Blue Shield
of Minnesota



3535 Blue Cross Road
St. Paul, Minnesota 55165
612/456 4000

August 20, 1976

District Engineer
Minnesota Highway Department
3485 Hadley Avenue North
Oakdale, Minnesota 55109

Dear Sir:

We have examined the Draft Environmental Impact Statement relative to the construction of Interstate Highway 35E from I35 in Burnsville to State Highway 110 in Mendota Heights, and support construction of this segment along the proposed route utilizing Alternate A1, as shown in the DEIS and the preliminary plans which were presented at the public hearing held at Metcalf Junior High School in July of this year.

We support construction because of our concern for the health and safety of the 1,100 Blue Cross and Blue Shield of Minnesota employees who work in our Eagan facility, located at the intersection of Highway 13 and Yankee Doodle Road. Currently, we do offer assistance to employees in the form of subsidized mass transit from Minneapolis via Metropolitan Transit Commission buses, and by use of Trans-A-Van service. However, the vast majority of our employees use personal vehicles for transportation to and from our facilities. The heavy volume of traffic which is thus generated is forced onto inadequate and obsolete highways, which threaten the health and safety of our employees.

We support the design of the Yankee Doodle Road-Pilot Knob Road-I35E interchange as presented on the preliminary design plans in the DEIS. We urge that the DEIS be approved, and that final design, right of way acquisition, and construction be expedited with all possible speed.

Sincerely,

James Q. Regnier
President

cc: Gary Pagel, Urban Council on Mobility
Erv Timm, St. Paul Chamber of Commerce
Bob Hanson, North Dakota County Chamber of Commerce

At a combined location-design Public Hearing and Open House on July 22, 1976, the State Highway Department staff described the I-35E alternates to the public who, in turn, commented on the project. This dialogue, as an integral part of the public involvement process, influenced the final adoption of Alternative A1 as the Selected Alternative.

Generally, the issues that the public raised at the Public Hearing are the same as those the various agencies also raised. The public raised two issues, however, that the agencies did not. They are as follows:

COMMENT

The Proposed Action would impact a vista near Deerwood Drive.

RESPONSE

I-35E will pass through a terminal moraine topography with many hills and potholes (see page 36). Vistas are common. As with other natural features, it is impossible to construct a highway through this area without impacting the vistas. Avoiding one often means impacting another. Both of the build alternatives of the Proposed Action would impact vistas.

Construction slopes of the Selected Alternative, Alternative A1, will encroach on a high vista on the south side of Deerwood Drive. This vista is the site of a proposed Eagan water storage tank.

The slope of the ground between the highway and the vista will be as steep as safety standards allow in order to lessen the impacts.

COMMENT

The City of Burnsville requested street crossings at Portland Avenue and 146th Street.

RESPONSE

The FHWA and the State Highway Department concur that the Portland Avenue crossing is needed and that it should be a part of the Proposed Action. This crossing will become a part of the detail plans for the project.

The 146th Street crossing is clearly needed. The appropriateness of Federal Aid-Interstate participation, however, is in question at this time, but we will further investigate this crossing.

APPENDIX A

LETTERS FROM STATE HISTORIC PRESERVATION OFFICER

MINNESOTA HISTORICAL SOCIETY
690 Cedar Street, St. Paul, Minnesota 55101 • 612-296-2747

13 February 1976

Mr. C.P. Kachelmyer
Preliminary Design Engineer
612E Highway Building
St. Paul, Minnesota 55155

Dear Mr. Kachelmyer:

RE: S.P. 1982 (T.H. 35E)
From Jct T.H. 35 and T.H. 35W
In Burnsville to 0.4 Mi. S. of
CSAH 26 in Eagan
Dakota County

Both the Survey and Planning section and the Highway Archaeology section of the Minnesota Historical Society have reviewed the project described above pursuant to the State Historic Preservation Officer's responsibilities under the National Historic Preservation Act of 1966, Executive Order 11593, and Advisory Council Procedures 36 CFR 800.

This review analyzed the project area for the existence of historic, archaeological, architectural, and cultural sites which are on or are eligible for inclusion on the National Register of Historic Places. Neither sites on nor sites eligible for inclusion on the Register have been found in the area. Therefore, no sites within the jurisdiction of any of the laws and regulations mentioned above will be affected by the proposed project.

So as to avoid any later questions I am anxious particularly to point out that neither the Mendota Historic District nor the Fort Snelling Historic District will be affected by the highway described above.

Thank you for your continued attention to historic preservation values in your planning process.

Sincerely,

Russell W. Fridley

Russell W. Fridley
State Historic Preservation Officer

RWF/fr

Founded 1849 • The oldest institution in the state

MINNESOTA HISTORICAL SOCIETY
690 Cedar Street, St. Paul, Minnesota 55101 • 612-296-2747

13 February 1976

Mr. C. P. Kachelmyer
Preliminary Design Engineer
612E Highway Building
St. Paul, Minnesota 55155

Dear Mr. Kachelmyer:

RE: S.P. 1982 (T.H. 35E)
From 0.4 Mi. S. of CSAH 26
in Eagan to T.H. 110 in Mendota Heights

Both the Survey and Planning section and the Highway Archaeology section of the Minnesota Historical Society have reviewed the project described above pursuant to the State Historic Preservation Officer's responsibilities under the National Historic Preservation Act of 1966, Executive Order 11593, and Advisory Council Procedures 36 CFR 800.

This review analyzed the project area for the existence of historic, archaeological, architectural, and cultural sites which are on or are eligible for inclusion on the National Register of Historic Places. Neither sites on nor sites eligible for inclusion on the Register have been found in the area. Therefore, no sites within the jurisdiction of any of the laws and regulations mentioned above will be affected by the proposed project.

So as to avoid any later questions I am anxious particularly to point out that neither the Mendota Historic District nor the Fort Snelling Historic District will be affected by the highway described above.

Thank you for your continued attention to historic preservation values in your planning process.

Sincerely,

Russell W. Fridley

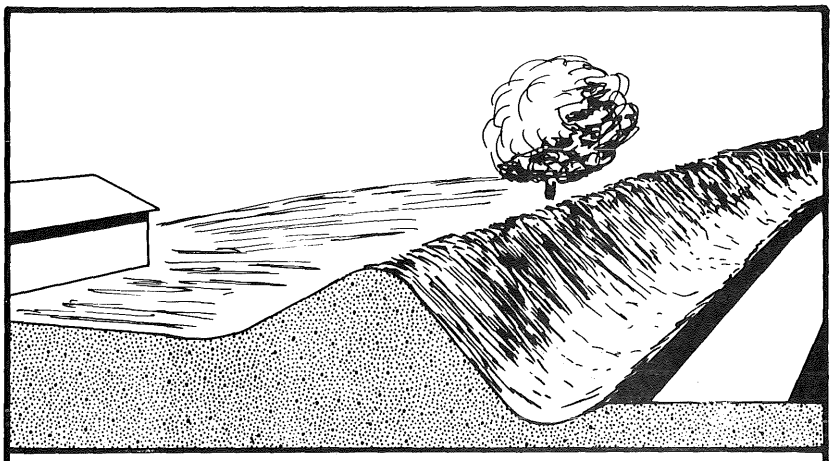
Russell W. Fridley
State Historic Preservation Officer

RWF/fr

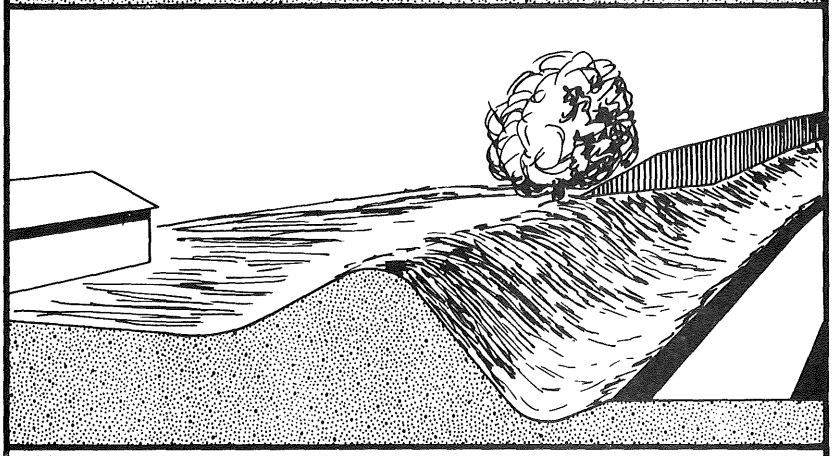
APPENDIX B

NOISE MITIGATION MEASURES

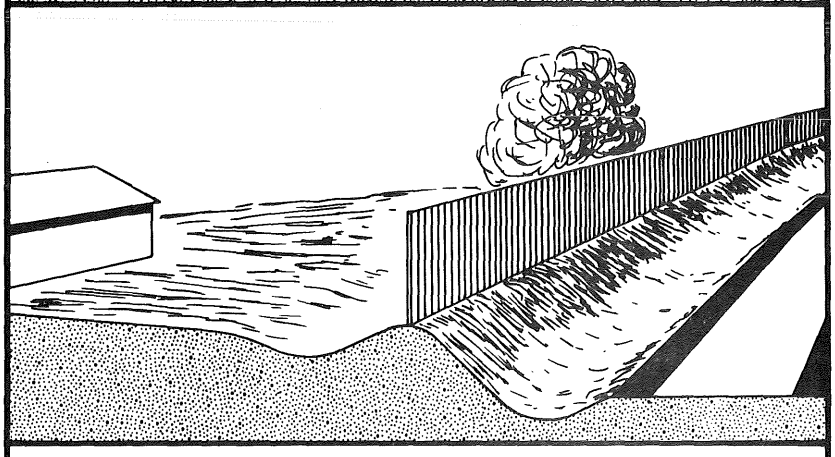
NOISE ABATEMENT MOUND



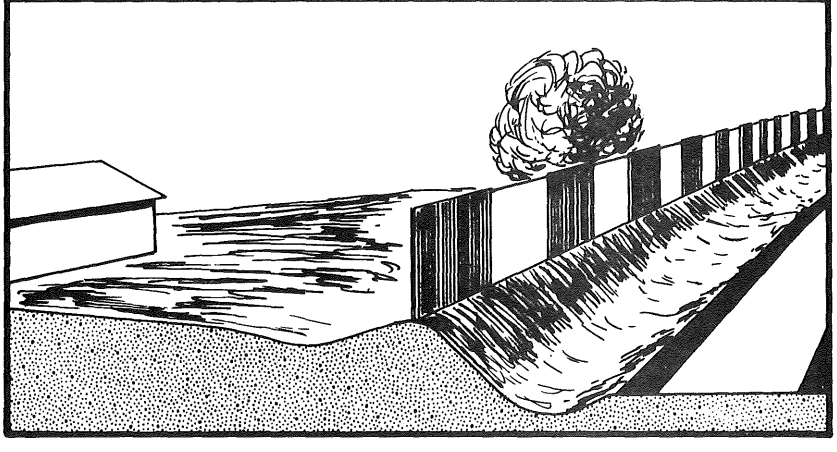
NOISE ABATEMENT MOUND
& WOOD NOISE BARRIER



WOOD NOISE BARRIER



CONCRETE NOISE BARRIER



APPENDIX C

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