

I-81 VIADUCT PROJECT

NYSDOT PIN 3501.60

COORDINATION PLAN

April 15, 2022

TABLE OF CONTENTS

SECTION 1: INTRODUCTION	2
1.1 Purpose of Coordination Plan	2
1.2 Project Overview	2
1.3 Key Resource Concerns	4
SECTION 2: COOPERATING/PARTICIPATING AGENCIES	4
2.1 List of Agencies, Roles, and Responsibilities	4
2.2 Agency Contact Information	7
SECTION 3: COORDINATION POINTS AND ANTICIPATED COMPLETION DATES	9
SECTION 4: AGENCY COORDINATION AND PUBLIC INVOLVEMENT	10
4.1 Cooperating and Participating Agency Coordination	10
4.2 Section 106 Consultation	11
4.3 Section 4(f) Coordination	12
4.4 Environmental Justice Outreach	13
4.5 Limited English Proficiency (LEP) Outreach	14
4.6 Americans with Disabilities Act Outreach	15
4.7 Public Involvement Activities	15
SECTION 5: Revision History	24
Appendix A	25

SECTION 1: INTRODUCTION

1.1 Purpose of Coordination Plan

This Coordination Plan for the Interstate 81 (I-81) Viaduct Project (“the Project”), located in the City of Syracuse, Onondaga County, New York, was prepared to comply with the federal surface transportation law Moving Ahead for Progress in the 21st Century (MAP-21) Act of 2012¹ and the environmental provisions of 23 USC §139.

Section 6002 of the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) increased opportunities for the public and Federal, State, and local agencies to have active and early involvement in the NEPA process and to provide input on a project’s purpose and need, environmental study methodology, and alternatives under consideration. Section 6002 and 23 USC 139 require the development of a Coordination Plan for all highway and transit projects for which an Environmental Impact Statement (EIS) is being prepared under NEPA. Accordingly, the Federal Lead Agency (the Federal Highway Administration [FHWA]) and the Joint Lead Agency (the New York State Department of Transportation [NYSDOT]) have prepared this Coordination Plan to describe the process and communication methods followed to disseminate information about the Project, as well as to solicit and consider input from the public and other agencies.

This Coordination Plan has and will continue to be in effect throughout the environmental review process, beginning with the issuance of the Notice of Intent (NOI) to prepare an EIS for the Project and ending with the Record of Decision (ROD). The plan is a flexible, “living” document that can be amended as needed during the Project’s environmental review process. Changes and updates to the plan will be documented in the “Revision History” section.

1.2 Project Overview

I-81 is an important component of the national highway system, extending from Tennessee to Canada. The highway passes through the City of Syracuse, where it serves as a primary north-south travel corridor for the region for both through travelers and commuters.

A segment of I-81 in the City of Syracuse is an elevated viaduct (“I-81 viaduct”). The I-81 viaduct is heavily traveled with approximately 100,000 vehicles per day. Constructed in the 1960s, components of the I-81 viaduct have deteriorated due to age and wear and are nearing the end of their design service life. In addition to the viaduct’s nonstandard features, such as lane and shoulder widths, its geometry does not meet current design standards for the posted speed limit. Although the infrastructure is maintained in a state of good repair to ensure the highway remains safe for the traveling public, continued deterioration will lead to increased maintenance costs and weight and speed restrictions on bridges. In addition to the need to improve traffic flow and address aging infrastructure, there is a need

¹ On December 4, 2015, the Fixing America’s Transportation (FAST) Act was signed into law. The FAST Act builds upon and carries forward the public involvement principles of the MAP-21 Act of 2012 and the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) of 2005. Since the Notice of Intent to prepare an EIS for the I-81 Viaduct Project was published in the Federal Register on August 26, 2013, prior to the FAST Act, this EIS will remain compliant with MAP-21.

to improve transportation infrastructure to support long-range planning efforts, improve pedestrian and bicycle infrastructure, and improve transit amenities.

To address the needs described above, NYSDOT is pursuing the I-81 Viaduct Project. The purpose of the Project is to address the structural deficiencies and nonstandard highway features while creating an improved transportation corridor through the City of Syracuse that meets the transportation needs and provides the infrastructure to support long-range planning efforts (i.e., Syracuse Metropolitan Transportation Council's *Long-Range Transportation Plan* and City of Syracuse's *Comprehensive Plan*).

The Project objectives are to:

- Address the transportation network structural deficiencies, particularly associated with aging bridge structures and non-standard/non-conforming design features within the project limits along I-81 and I-690.
- Address vehicular, pedestrian, and bicycle geometric and operational deficiencies within the project limits.
- Maintain or enhance vehicle access to the interstate highway network and key destinations (i.e., business districts, hospitals, and institutions) within neighborhoods within and near Downtown Syracuse.
- Maintain or enhance the vehicular, pedestrian, and bicycle connections in the local street network within the project limits in and near Downtown Syracuse to allow for connectivity between neighborhoods, business districts, and other key destinations.
- Maintain access to existing local bus service and enhance transit amenities within the project limits in and near Downtown Syracuse.

An NOI to prepare an EIS for this Project was published in the *Federal Register* on August 26, 2013.

The Project Area is located within the municipalities of Syracuse, North Syracuse, Cicero, East Syracuse, and DeWitt in Onondaga County, New York, and it includes portions of I-81, I-690, and I-481 where project elements may be implemented. This area includes the southern and northern interchanges of I-81 with I-481 (Interchanges 16A and 29, respectively); the portion of I-81 between approximately East Brighton Avenue and 0.7 miles north of Hiawatha Boulevard, including the I-81 viaduct and the I-81/I-690 interchange in Downtown Syracuse; the portions of I-690 between Leavenworth Avenue and Beech Street and between approximately Hiawatha Boulevard West and Bear Street; and I-481 between New York State Route 5 and the New York State Thruway (I-90). These are the portions of the interstate highway network that connect with and provide access to the area's key destinations and roadway network, as well as move people and goods through and around the Syracuse area. The Project Area also includes selected local roads for improvements in proximity to I-81, I-690, and I-481 in Syracuse. The project limits are defined as the limits of physical disturbance for all potential project activities that would occur within the Project Area.

The EIS considers reasonable alternatives that meet the Project purpose and objectives and are considered feasible and practical based on engineering, cost, and social, economic, and environmental considerations. The alternatives advanced for further study in the EIS are the No Build Alternative, the Viaduct Alternative, and the Community Grid Alternative.

1.3 Key Resource Concerns

The EIS for the I-81 Viaduct Project contains an analysis of the Project’s potential effects on a wide range of social, economic, and environmental considerations. The following topics have the potential to affect the project schedule:

- Complex traffic patterns
- Right-of-way (property) needs
- Economic considerations, including the potential for effects to local and/or regional businesses
- Environmental concerns such as air quality, noise impacts, and effects to cultural and historic resources

SECTION 2: COOPERATING/PARTICIPATING AGENCIES

2.1 List of Agencies, Roles, and Responsibilities

The appropriate agencies have been identified and invited to serve as Cooperating and/or Participating Agencies. Cooperating and Participating agencies are responsible for identifying, as early as practicable, any issues of concern regarding a project’s potential environmental or socioeconomic impacts that could substantially delay or prevent an agency from granting a permit or other approval.

According to Council on Environmental Quality (CEQ) Regulations for Implementing NEPA (40 CFR § 1508.5²), “Cooperating Agency” means any Federal agency, other than a lead agency, that has jurisdiction by law or special expertise with respect to any environmental impact involved in a proposed project or project alternative. A state or local agency of similar qualifications or, when the effects are on lands of tribal interest, a federally recognized Native American tribe may, by agreement with the lead agencies, also become a Cooperating Agency. CEQ also states (40 CFR § 1501.6) that an agency may request the lead agency to designate it as a Cooperating Agency.

“Participating Agencies” are those with an interest in the Project. The standard for Participating Agency status is more encompassing than the standard for Cooperating Agency status. Therefore, Cooperating Agencies are, by definition, Participating Agencies, but not all Participating Agencies are Cooperating Agencies. The FHWA and NYSDOT considered the distinctions in deciding whether to invite an agency to serve as a Cooperating/Participating Agency or as a Participating Agency.

The roles and responsibilities of Cooperating and Participating Agencies are similar, but Cooperating Agencies have a higher degree of authority, responsibility, and involvement in the environmental review process. A Cooperating Agency with jurisdiction may adopt without re-circulating the EIS of a lead agency when, after an independent review of the statement, the Cooperating Agency concludes that its comments and suggestions have been satisfied. This provision is particularly important to permitting agencies that, as Cooperating Agencies, may adopt USDOT environmental documents.

Cooperating Agencies are responsible for providing input on:

² The CEQ adopted revised NEPA regulations in September 2020, codified as 40 CFR Parts 1500, 1501, 1502, 1503, 1504, 1505, 1506, 1507, 1508, 1515, 1516, 1517, and 1518. The EIS for this Project was prepared consistent with regulations in effect before September 2020, which were codified as 40 CFR Parts 1500-1508.

- Purpose and need
- Range of alternatives
- Methodologies
- Identification of issues that could substantially delay or prevent granting of permit/approval
- Mitigation

Cooperating Agencies also share the responsibilities of Participating Agencies. The role of Participating Agencies is to:

- Participate in the scoping process
- Provide input on defining the project's purpose and need, the range of alternatives to be considered, and the methodologies and level of detail required in the alternatives analysis
- Participate in coordination meetings
- Provide timely review and comments on draft environmental documents
- Provide timely comments on unresolved issues

Table 1 lists the agencies that were invited to serve as Cooperating or Participating Agencies for the Project, with their applicable area of jurisdiction or expertise. Any federal agency that is invited by the lead agency to participate in the environmental review process for a project shall be designated as a participating agency by the lead agency unless it declines in writing; other agencies must accept in writing. For the I-81 Viaduct Project, certain transportation companies were invited as participating agencies since they have assets in the Project Area that could be affected by project elements.

Table 1
List of Invited Cooperating and Participating Agencies

Agency	Role	Involvement
Advisory Council on Historic Preservation	Cooperating Agency	Section 106, National Historic Preservation Act; Section 4(f), U.S. Department of Transportation Act
U.S. Army Corps of Engineers (USACE)	Cooperating Agency	Section 404, Clean Water Act permit
U.S. Environmental Protection Agency (USEPA)	Cooperating Agency	Section 309, Clean Air Act Section 404, Clean Water Act Executive Order 11990, Protection of Wetlands
US Fish and Wildlife Service*	Cooperating Agency	Section 7, Endangered Species Act
New York State Department of Environmental Conservation (NYSDEC)	Cooperating Agency	New York State environmental permits
New York State Office of Parks, Recreation and Historic Preservation—State Historic Preservation Officer (SHPO)	Cooperating Agency	Section 106, National Historic Preservation Act; Section 4(f), U.S. Department of Transportation Act
Onondaga Nation	Participating Agency	Federally recognized Native Nation; Section 106, National Historic Preservation Act Consultation Executive Order 13175 – Consultation and Coordination with Indian Tribal Governments Presidential Memorandum on Tribal Consultation USDOT Order 5301.1 – Department of Transportation Programs, Policies, and Procedures Affecting American Indians, Alaska Natives, and Tribes
Tuscarora Nation**	Participating Agency	Federally recognized Native Nation; Section 106, National Historic Preservation Act Consultation Executive Order 13175 – Consultation and Coordination with Indian Tribal Governments

Agency	Role	Involvement
		Presidential Memorandum on Tribal Consultation USDOT Order 5301.1 – Department of Transportation Programs, Policies, and Procedures Affecting American Indians, Alaska Natives, and Tribes
Syracuse Metropolitan Transportation Council (SMTC)	Participating Agency	Metropolitan Planning Organization; consultation
CNY Centro, Inc.	Participating Agency	Central New York Regional Transportation Authority; consultation
New York, Susquehanna and Western Railway	Participating Agency	Railroad in Project Area; consultation
CSX***	Participating Agency	Railroad in Project Area; consultation
Onondaga County	Participating Agency	Project county; consultation
City of Syracuse	Participating Agency	Project city; consultation
Town of Cicero	Participating Agency	Adjacent municipality; consultation
Town of Dewitt	Participating Agency	Adjacent municipality; consultation
Town of Salina	Participating Agency	Adjacent municipality; consultation
Village of East Syracuse	Participating Agency	Adjacent municipality; consultation
Village of North Syracuse	Participating Agency	Adjacent municipality; consultation

*USFWS declined the invitation to participate as a Cooperating Agency for the Project (fall 2013).

** In December 2017 NYSDOT was notified by FHWA that the Tuscarora Nation added Onondaga County to their area of interest and therefore, on September 13, 2018 the Tuscarora Nation was invited to become a Participating Agency and a Consulting Party for Section 106 consultation.

*** FHWA did not receive a response from CSX accepting or declining the invitation to participate as a Participating Agency for the Project.

2.2 Agency Contact Information

Table 2 lists all of the agencies involved in the coordination process for the I-81 Viaduct Project and each agency's phone number and email address/website.

**Table 2
Agency Contacts**

Agency	Phone	Email/Website
Federal Highway Administration	518-431-4127	NewYork.FHWA@dot.gov
New York State Department of Transportation	315-428-4351	www.dot.ny.gov
Advisory Council on Historic Preservation	202-517-0229	www.achp.gov
U.S. Army Corps of Engineers	315-255-0143 (Bridget)	LRB.Regulatory@usace.army.mil
U.S. Environmental Protection Agency	212-637-3747	Benjamin.Arielle@epa.gov
New York State Department of Environmental Conservation	315-426-7400	www.dec.ny.gov
New York State Office of Parks, Recreation and Historic Preservation— State Historic Preservation Officer	518-237-8643	www.nysparks.com
Onondaga Nation	315-492-1922	www.onondaganation.org
Syracuse Metropolitan Transportation Council (SMTC)	315-422-5716	www.smtcmpo.org
Onondaga County	315-435-2611	www.ongov.net
City of Syracuse	315-448-8005	www.syr.gov.net
Town of Cicero	708-656-3600	www.thetownofcicero.com
Town of DeWitt	315-446-3910 X 5	www.townofdewitt.com
Town of Salina	315-457-2710	www.salina.ny.us
Village of East Syracuse	315-437-3541	www.villageofeastyracuse.com
Village of North Syracuse	315-458-0900	www.northsyracuse.ny.org

SECTION 3: COORDINATION POINTS AND ANTICIPATED COMPLETION DATES

The environmental review process has included and will continue to include opportunities for agencies and the public to provide input. Table 3 summarizes past and anticipated dates of project milestones. Anticipated completion dates are included for informational and resource planning purposes and are subject to change. Timeframes and review periods are established in accordance with 23 CFR 771, FHWA procedures for implementing NEPA, and NYSDOT policies and procedures, including existing agreements (i.e., review periods established in the NYSDOT/FHWA/SHPO Section 106 Agreement).

Table 3
Key Milestone Dates

Coordination Point	Anticipated Completion Date
Notice of Intent publication	August 26, 2013
Development of purpose and need	September 2013 through Spring 2015
Identification of the range of alternatives	September 2013 through Spring 2015
Collaboration on methodologies	September 2013 through Spring 2015
Initial cooperating agencies meeting	October 31, 2013
<i>Scoping Initiation Packet</i> publication	November 13, 2013
Scoping meeting	November 13, 2013
Cooperating Agency conference calls	Monthly between May 2014 and April 2018, and as needed thereafter until the issuance of the ROD
Initial Participating Agencies meeting	June 4, 2014
<i>Draft Scoping Report</i> publication	June 20, 2014
Scoping meeting	June 26, 2014
Invitations to Section 106 Consulting Parties	June 2014
<i>Scoping Report</i> publication, identifying range of alternatives, environmental analysis methodologies, and purpose and need	April 29, 2015
Section 106 Consulting Parties meetings	June 29, 2016, August 12, 2019, and March 31, 2021
Section 106 Consulting Parties- Native Nation meetings	July 13, 2016; October 7, 2016; June 13, 2017; August 12, 2019; January 20, 2021; April 14, 2021;

Coordination Point	Anticipated Completion Date
	April 27, 2021; June 22, 2021; July 8, 2021; July 20, 2021; November 30, 2021; January 18, 2022; and March 2, 2022.
Cooperating Agency site visit	July 13, 2016
Public information meeting/open house	October 6, 2016
Publication of preliminary DEIS	April 22, 2019
Public information meeting/open house	June 18, 2019
Notice of Availability of the Draft EIS	July 16, 2021
Public Hearings	August 17, 2021 (virtual hearing) and August 18, 2021 (in-person hearing)
End of Draft EIS comment period	October 14, 2021
Notice of Availability of the Final EIS	April 15, 2022
Public Notice of the ROD	Spring 2022
Completion of permits, licenses, or approvals after the ROD	2022-2029

SECTION 4: AGENCY COORDINATION AND PUBLIC INVOLVEMENT

4.1 Cooperating and Participating Agency Coordination

Cooperating and Participating Agencies have been and will continue to be asked to submit comments during the environmental review process that summarize their jurisdiction and/or special expertise related to the Project Area. FHWA and NYSDOT have collaborated with Cooperating and Participating Agencies in defining the Project's purpose and need, range of alternatives, and methodologies for documenting environmental conditions and assessing effects.

For the majority of environmental topics, established procedures are being used to assess effects as part of the environmental review process. However, for wetlands, FHWA and NYSDOT are using an assessment methodology that varies from established procedures. To document the methodology, a memorandum was prepared and circulated to the Cooperating Agencies with jurisdiction (USEPA, USACE, and NYSDEC) for input. The final memorandum and concurrence from the agencies is included in Appendix A. NYSDOT will submit a formal wetlands delineation report to USACE and NYSDEC along with request for their concurrence on the jurisdictional findings.

NYSDOT met with USEPA on May 23, 2017 to discuss potential effects of the Project and on February 17, 2022 to discuss comments received on the DDR/DEIS. Meetings were held on April 27, 2017 and October 25, 2017 with USACE and NYSDEC to discuss potential effects on natural resources and on November 9,

2017 to discuss wetland mitigation. A meeting was held with USACE on February 23, 2022 to discuss approaches to permitting for the Project. Meetings with NYSDEC to update staff on the Project status were held on August 15, 2019 (to coordinate with the agency after the publication of the preliminary DDR/DEIS and discuss approach to water resources impacts), October 24, 2019 (on proposed stormwater management and treatment), and December 13, 2019 (to discuss how the stormwater improvements planned as part of the Project could enhance Onondaga County's ability to address its combined sewer overflow issues), and February 7, 2022 (to discuss approaches to permitting for the Project). In addition, meetings were held with NYSDEC and the Onondaga County Department of Water Environment Protection on February 12, 2020, May 11, 2020, August 26, 2020, August 2, 2021, and November 23, 2021 to discuss the Project's proposed trunk storm sewer and the opportunities it would provide to Onondaga County and the City of Syracuse to improve water quality and separate storm water in the Project Area.

A preliminary Draft Design Report/Draft EIS/Draft Section 4(f) Evaluation ("preliminary DDR/DEIS," "preliminary Draft EIS") was released to the public and agencies in April 2019 for informational purposes and substantive comments were considered. NYSDOT and FHWA published the Project's Draft Design Report/Draft EIS/Draft Section 4(f) Evaluation ("DDR/DEIS," "Draft EIS") for public and agency review on July 16, 2021. Comments received from the publication date through October 14, 2021 were considered and substantive comments have been addressed in the Final Design Report/Final EIS/Final 4(f) Evaluation ("FDR/FEIS"). The agencies were notified of the availability of the DDR/DEIS and were notified of the availability of the FDR/FEIS and given appropriate comment opportunities. Following the ROD, coordination with the appropriate agencies would continue to complete any necessary permits for the Project.

4.2 Section 106 Consultation

Section 106 of the National Historic Preservation Act (36 CFR Part 800) requires Federal agencies to take into account the effects of their undertakings on historic properties that are listed or meet the eligibility criteria for listing in the National Register of Historic Places. Section 106 includes a public participation component. The process includes providing Consulting Parties and the public with information about the Project and its effects on historic properties and seeking public comment and input. This requirement is being satisfied in coordination with the public involvement requirements pursuant to NEPA.

Members of the public with a demonstrated interest in the Project (due to the nature of their legal or economic relation to the undertaking or affected properties, or their concern with the undertaking's effects on historic properties) may participate as Consulting Parties. For the I-81 Viaduct Project, NYSDOT, on behalf of FHWA, sent letters to invite the Federally recognized Native Nation (the Onondaga Nation), public agencies, preservation groups, and other stakeholders to participate as Consulting Parties. A public notice, in English and Spanish, was published in local newspapers to inform parties with a demonstrated interest to apply for Consulting Party status. Copies of *A Citizen's Guide to Section 106 Review*, published by the Advisory Council on Historic Preservation (ACHP), applications for Consulting Party status, and information about the Section 106 process were available at the public meetings, on the Project website, and at the Project Outreach Center. Through these means, parties expressed interest to serve as Consulting Parties. FHWA and NYSDOT have coordinated to identify, accept, and notify interested parties of their status as Section 106 Consulting Parties. Information presented to the Consulting Parties has and will continue to include the results of the historic studies, as well as any potential effects to historic resources within the Area of Potential Effects (APE). The Consulting Parties have had and will continue to have the opportunity to comment on the identification and evaluation of historic properties, provide their views on effects to these properties, and participate in the

consideration of measures to avoid, minimize, or mitigate adverse effects on identified historic properties. Consulting Parties meetings took place on June 29, 2016, August 12, 2019, and March 21, 2021. A meeting and site visit of the Project Area with the Onondaga Nation and SHPO was conducted on July 13, 2016. Briefings were also held with the Onondaga Nation and SHPO on October 7, 2016, June 13, 2017, and August 12, 2019. NYSDOT was notified in December 2017 by FHWA that the Tuscarora Nation added Onondaga County to their area of interest. Therefore, on September 13, 2018, the Tuscarora Nation was invited to become a Participating Agency and a Consulting Party for Section 106 consultation. The Tuscarora Nation was invited to participate in the August 12, 2019 briefing but did not respond to the invitation. The Tuscarora Nation later deferred their Section 106 consultation status on the Project to the Onondaga Nation via correspondence to FHWA on March 8, 2021. Additional Native Nation consultation meetings were held between the Onondaga Nation, the FHWA, and the NYSDOT on January 20, 2021 and between the Onondaga Nation and the FHWA on April 14, 2021. FHWA and NYSDOT held working group meetings to develop the Section 106 Programmatic Agreement in consultation with representatives from the SHPO, ACHP, and the Onondaga Nation on April 27, 2021, June 22, 2021, July 8, 2021, July 20, 2021, November 30, 2021, January 18, 2022, and March 2, 2022.

4.3 Section 4(f) Coordination

In accordance with 23 CFR § 774.5, FHWA must provide opportunities for coordination and comment to the official(s) with jurisdiction over any Section 4(f) resource that may be affected by the Project as well as to the U.S. Department of the Interior (DOI), and as appropriate, the Department of Agriculture and the Department of Housing and Urban Development. Resources protected under Section 4(f) include public parks, wildlife refuges, and historic resources. Section 4(f) historic sites are identified through the Section 106 process in consultation with the SHPO and other Consulting Parties. The public is provided an opportunity to review and comment when FHWA makes a de minimis impact finding for parks, recreation areas, or wildlife and waterfowl refuges. Section 4(f) prohibits FHWA from approving the use of any Section 4(f) resource for a transportation project, except under the following conditions:

- There is no feasible and prudent alternative that would avoid the use of the Section 4(f) resource, and
- The project includes all possible planning to minimize harm to that property (23 CFR 774.3(a)).

Under both the Viaduct and Community Grid Alternatives, the Project would require the temporary partial occupancy of 0.12 acres within Wilson Park. Wilson Park is a two-acre neighborhood park that is afforded special protection under Section 4(f) during construction. The park is located on the block bordered by South McBride Street, East Taylor Street, Almond Street and the I-81 viaduct, and Jackson Street. Accordingly, NYSDOT coordinated with representatives of the agencies with jurisdiction over Wilson Park (City of Syracuse, Department of Parks, Recreation and Youth Programs, as well as Syracuse Housing Authority) to identify measures to minimize harm. Meetings were held on January 30, 2017, February 16, 2017, and May 8, 2017 to identify potential improvements to the park, which would be restored to the same or improved condition upon completion of construction. The City of Syracuse Department of Parks, Recreation and Youth Programs recommended a preferred option in correspondence dated July 27, 2017 and the Syracuse Housing Authority recommended a preferred option in correspondence dated September 11, 2017. Letters were sent in November 2021 to the officials with jurisdiction requesting

concurrence that the Community Grid Alternative would not adversely affect the activities, features, or attributes that make the property eligible for Section 4(f) protection once proposed measures to minimize harm have been incorporated. NYSDOT received letters from the City of Syracuse Department of Parks, Recreation and Youth Programs (January 31, 2022) and the Syracuse Housing Authority (February 2, 2022) indicating that they concurred that the proposed use of land from Wilson Park is unavoidable and that the Community Grid Alternative includes reasonable measures for minimizing and mitigating impacts and would cause the least harm to the activities, features, and attributes that qualify the property for protection under Section 4(f).

Section 4(f) also requires coordination with SHPO as the official with jurisdiction of historic resources since there would be a use of historic resources for implementation of the Viaduct Alternative. The coordination with SHPO was undertaken pursuant to the Section 106 process, as described in Section 4.2 of this plan.

4.4 Environmental Justice Outreach

Executive Order (EO) 12898, *Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations*, dated February 11, 1994, requires consideration of whether a proposed action would disproportionately and adversely affect prescribed minority or low-income groups (59 Fed Reg. 7629 [1994]). An environmental justice (EJ) analysis is being prepared for the Project to identify and address disproportionately high and adverse effects to EJ populations.

In addition to EO 12898, Title VI of the Civil Rights Act of 1964 stipulates that recipients of federal aid must certify nondiscrimination on the basis of race, color, or national origin. Title VI specifically states that “no person in the United States shall on the ground of race, color, or national origin be excluded from participation in, denied benefits of, or subjected to discrimination under any program or activity receiving federal financial assistance.”

EO 12898 also requires Federal agencies to ensure public participation from communities with substantial minority or low-income populations. Each Federal agency has developed a strategy to address environmental justice, with the Council on Environmental Quality (CEQ) responsible for oversight and coordination. The environmental justice analysis for the I-81 Viaduct Project follows the guidance and methodologies recommended in CEQ’s *Environmental Justice Guidelines under the National Environmental Policy Act* (December 1997), the USDOT’s Order 5610.2(c) on Environmental Justice (May 14, 2021), FHWA’s Order 6640.23A (June 2012), and other Federal documents as appropriate.

Minority populations covered by the Executive Order include Native American or Alaskan Native, Hawaiian or Pacific Islander, Asian, Black and not of Hispanic origin, Hispanic, and populations of two or more races. Minority populations should be identified where either: 1) the minority population of the affected area exceeds 50 percent, or 2) the minority population percentage of the affected area is meaningfully greater than the minority population percentage in the general population or other appropriate unit of geographic analysis.

Low-income populations are any readily identifiable group of low-income persons who live in geographic proximity, and, if circumstances warrant, geographically dispersed/transient persons who will be similarly affected by a proposed FHWA program, policy, or activity. Low-income is defined as a person whose median household income is at or below the Department of Health and Human Services

poverty guidelines (FHWA Order 6640.23A “*FHWA Actions to Address Environmental Justice in Minority Populations and Low-Income Populations*”).

It is the intent of the public outreach process for this Project to ensure that stakeholders are provided opportunities to be heard and to participate meaningfully from the outset of the Project and throughout all phases of project development. As part of this effort, NYSDOT has held and will continue to hold neighborhood meetings in identified environmental justice areas. Five of these neighborhood meetings were held in the fall of 2013; seven were held in the summer of 2014; five were held in the fall of 2016; five were held in the summer of 2019; and four were held in the summer of 2021. FHWA and NYSDOT have and will continue to ensure that notices of public meetings and any other public outreach materials will be accessible to potentially affected environmental justice communities identified in the Project Area. Meetings are advertised in local newspapers including those serving environmental justice communities (the South Side’s The Stand and CNY Latino). Meeting notices are distributed throughout neighborhoods in identified environmental justice areas, sent home to families of students through coordination with the Syracuse City School District, and sent to leaders of community organizations to distribute to their members.

Informational booths were installed at the Central New York Festival Latino-Americano (August 8, 2015, August 13, 2016, August 12, 2017, August 11, 2018, and August 3, 2019); Westcott Street Cultural Fair (September 20, 2015, September 18, 2016, September 17, 2017, September 23, 2018, and September 22, 2019, and September 26, 2021); Juneteenth Festival (June 17, 2017, June 16, 2018, and June 15, 2019); World Refugee Day (June 23, 2018 and June 29, 2019); and La Feria in the Fair, inside the New York State Fair (August 26 and 27, 2017; August 24 and 25, 2018; August 30 and 31, 2019; and September 3 and 4, 2021). In addition, the Project Outreach Center was opened and staffed during the annual Arts and Crafts Festival, which takes place directly in front of the Carnegie building, to encourage visitors to the festival to visit the center and learn more about the Project. For this event, the center was opened on July 25, 2014; July 24, 2015; July 29, 2016; July 28, 2017; July 27, 2018; July 26, 2019; and July 24, 2021. These fairs and festivals were not held in 2020 because of the COVID-19 pandemic.

FHWA and NYSDOT have held and will continue to hold smaller group or individual meetings on the Project’s status and progress. Meetings have been held with pastors of local churches and representatives of organizations representing environmental justice populations (e.g., Near Westside Initiative, Southwest Community Center, Northside Up I-81 Working Group, CNY Chapter of the American Civil Liberties Union, CNY Fair Housing Council, Moving People Transportation Coalition, CNY Community Foundation, Syracuse Housing Authority). In May 2021, NYSDOT held a meeting with the Syracuse Housing Authority and a meeting with the New York Civil Liberties Union and Urban Jobs Task Force to specifically discuss considerations for environmental justice communities.

4.5 Limited English Proficiency (LEP) Outreach

Individuals who do not speak English as their primary language and who have a limited ability to read, speak, write, or understand English are considered “limited English proficient,” or LEP. Federal laws concerning language access rights and obligations include Title VI of the Civil Rights Act of 1964 and Executive Order 13166. Executive Order 13166, “Improving Access to Services for Persons with Limited-English Proficiency,” was signed on August 11, 2000 and states that people who are LEP should have meaningful access to Federally conducted and funded programs and activities. The Executive Order requires Federal agencies to examine the services they provide, identify any need for services to those with limited-English proficiency, and develop and implement a system to provide those services that allows meaningful access by LEP individuals.

Demographic data collected from the U.S. Census Bureau, 2008-2012 American Community Survey were reviewed to identify the primary language(s) other than English spoken in the established study area, with the goal of providing interpretation services if needed and appropriate. Based on this review, the primary language other than English spoken in the study area is Spanish. The demographic data were supplemented by interviews with representatives of organizations serving LEP populations to better understand their needs and best ways to engage them in the environmental review process. A review of the most recent (2015-2019) ACS data showed that Spanish continues to be the primary language other than English spoken in the Project Area.

Spanish interpreters and a “language line” service, which provides on-demand interpretation of numerous other languages via telephone, were available at the scoping meetings and October 2016 and 2019 open houses and at the Draft EIS public hearings in August 2021. In addition, meeting advertisements offered attendees an opportunity to request interpretation services for other languages. Spanish interpreters also were available at the Stakeholders’ Committee meetings. Spanish interpreters (and in one neighborhood, a Mandarin Chinese interpreter) were available at the neighborhood meetings. Meetings were advertised through translated flyers and e-flyers and translated advertisements published in CNY Latino, a local Spanish-language newspaper. Comment sheets in Spanish and English were available at meetings and other public events. In addition to advertising meetings in multiple languages and having interpreters available at public and neighborhood meetings, information tables were installed and project staff available to speak with participants at Catholic Charities Northside CYO’s citizenship classes (August 26, 2014, December 7, 2016, and October 25, 2017), the Syracuse City School District English as a Second Language (ESL) classes (August 12, 2014), and Refugee Assistance Program ESL class hosted by the Syracuse City School District in the Northside neighborhood October 19, 2017.

4.6 Americans with Disabilities Act Outreach

Public meetings have been and will continue to be held in locations that comply with the Americans with Disabilities Act (ADA) to assure that individuals with disabilities and/or elderly may have convenient access to meetings. Sign language interpreters have been, and will continue to be, available at formal public meetings, and other meetings if requested. Public notices announcing public meetings provide instructions for requesting other special accommodations.

4.7 Public Involvement Activities

FHWA and NYSDOT are committed to an open, participatory environmental review process for the Project and will continue to inform and solicit early and frequent feedback from the public and from agencies; encourage open discussion of project details and issues; and provide opportunities for comments and questions. Opportunities for public input have and will continue to occur throughout the Project and include those described below.

Public meetings and open houses have and will continue to be held at project milestones and are an important tool to keep stakeholders, in particular the general public, informed of the Project and to solicit their input. To ensure public participation in the environmental review process, major meetings are advertised and promoted in a variety of ways, including local media (print and on-line newspapers and local news broadcasts); community message boards; local and regional civic organizations; Project website and social media accounts; direct mail/e-mail to the Project mailing list; notices on Centro buses; notices on variable message signs on I-81, I-690, and I-481; and distribution of meeting notices throughout the Downtown, Eastside, Northside, Southside, and Westside neighborhoods. Notifications

of the publication of pertinent environmental documents, such as the Notices of Availability for the Draft EIS and Final EIS, appear in the *Federal Register*. Meetings are described below.

Public Scoping Meetings. The scoping meetings, which were held on November 13, 2013 and on June 26, 2014, provided an early opportunity for the public to participate in the Project development. The scoping process allows the public and agencies to participate in the development and review of the project purpose and need and to suggest reasonable alternatives for consideration in the Draft EIS, as well as the environmental issues to be studied. Members of the public were provided the opportunity to submit written comments on the scope of the Project during the scoping comment period, which ended on September 2, 2014. Substantive comments raised during the scoping comment period were summarized and responded to in the *Scoping Report*, which was made publicly available in April 2015.

Both public scoping meetings took place in the Oncenter, a convenient, centrally located, and transit-accessible location. Each consisted of an informal open house and a presentation, which was given twice during the meetings; after each presentation, the public was provided the opportunity to comment on the scope of the EIS. Stenographers were present to transcribe the formal presentation and verbal public comments, which could be given either publicly or in private. The open house portion consisted of informational displays, with project team members available to provide information about the Project and answer questions. The meetings were accessible to persons with disabilities. Sign language services were provided. Spanish-language interpreters were available. In addition, services to provide over-the-phone language interpretation upon request were offered during both meetings; interpretation services in 250 languages were available during the November 2013 scoping meeting and in 119 languages during the June 2014 scoping meeting.

Public Hearings. Virtual and in-person public hearings on the Draft EIS were held on August 17, 2021 (virtual) and August 18, 2021 (in person). The in-person hearing, which included an open house, was held at the Oncenter, a centrally located, transit-accessible venue that is familiar to the community and accessible to people with disabilities (i.e., compliant with ADA). The 90-day public comment period began with the publication of the Draft EIS on July 16, 2021 and extended through October 14, 2021. The public hearings included a pre-recorded presentation, as well as opportunities to submit comments on the Draft EIS orally (at the virtual hearing) and orally and in writing (at the in-person hearing). In addition, a “virtual public outreach center,” accessed through the Project website, included the project materials available at the in-person public hearing and was available through the end of the DDR/DEIS public review period. The public also was invited to submit comments during the circulation of the Draft EIS. NYSDOT and FHWA accepted comments three ways:

1. Written comments by letter, written comment form provided at the in-person hearing or downloaded from the Project website, electronic comment form via the Project website, and email.
2. Oral comments at the public hearings, either in front of an audience at the virtual and in-person components, or privately (dictated one-on-one to a stenographer) at the in-person hearing.
3. Telephone voicemail left on the Project hotline, which were transcribed by a stenographer.

Substantive comments received during the DEIS public comment period were included and responded to in the FEIS.

Other Meetings. In addition to the formal public scoping meetings and public hearings, other meetings

have been held or are anticipated to be held to solicit input on the Project and bring the public up to date on the Project status, including information on the development of the alternatives and the environmental review process. As part of this effort, project update presentations were given on May 1, 2014 at the Everson Museum and on September 30, 2015 at the Capital for a Day event at SKY Armory. A public open house, including numerous display boards, recorded and live presentations, a video on bicycle/pedestrian improvements, and videos of traffic simulations, was held on October 6, 2016 at the Oncenter. An open house held on June 18, 2019 at the Oncenter included display boards, a recorded and live presentation, “before and after” visual simulations of the alternatives, and up-to-date information on the design and evaluation of the alternatives considered within the preliminary DDR/DEIS.

Neighborhood and Community Meetings. The neighborhood and community meetings are designed to give residents throughout the Syracuse region additional opportunities to learn about the Project and the ongoing environmental review process and voice their comments and opinions. The neighborhood meetings are held in identified areas with low-income and/or minority populations where possible. Neighborhood outreach meetings occurred in September and October 2013 throughout Syracuse and the surrounding area, including in the Southside, Northside, Downtown, Eastside, and Westside neighborhoods. Community meetings were held in the Town of Owasco in July 2013, the Town of Salina in May 2013, and the Eastern Suburbs in October 2013. Neighborhood meetings also were held in the Southside, Northside, Downtown, Eastside, and Westside neighborhoods in July 2014. In addition, NYSDOT presented the Project at a city-wide meeting of the City of Syracuse’s “Tomorrow’s Neighborhoods Today” organization on August 14, 2014. NYSDOT also held a community meeting in the Town of Salina on December 3, 2015. In October and November 2016, a third round of neighborhood meetings was held in the Southside, Northside, Downtown, Eastside, and Westside neighborhoods. Community meetings were held in the fall of 2016 in Skaneateles, DeWitt, and Cicero-North Syracuse. A fourth round of neighborhood and community meetings was held in June and July of 2019. A total of five neighborhood meetings occurred in environmental justice neighborhoods, and four community meetings took place in suburban areas. Following the public hearings for the DDR/DEIS, neighborhood meetings were held in August and September 2021 in the Southside, Northside, Eastside, and Westside neighborhoods. During the same months, community meetings were held in LaFayette, Liverpool, Fayetteville, Cicero, and Camillus. Additional meetings will be scheduled as appropriate as the Project progresses.

Targeted Meetings with Stakeholders. In addition to the larger-context meetings described above, FHWA and NYSDOT have held and will continue to hold smaller group or individual meetings on the Project’s status and progress. Elected officials have been and will continue to be briefed through joint meetings as well as individual briefings to keep them informed of Project developments. These briefings occur regularly, at project milestones. Efforts have been made and will continue to be made to hold individual group meetings with representatives from county and municipal governments (e.g., the counties, villages, and towns in the Project corridor) and regional agencies (e.g., regular meetings with the Syracuse Metropolitan Transportation Council and its member organizations); the residential, business, and commuter communities (e.g., Downtown Committee, CenterState CEO, Northside Up, Near Westside Initiative, Southwest Community Center); and special interest groups as appropriate (e.g., CNY Chapter of the American Civil Liberties Union, CNY Fair Housing Council, ReThink81, Moving People Transportation Coalition, CNY Community Foundation, American Institute of Architects).

Meetings with Potentially Affected Property Owners. The NYS Eminent Domain Procedure Law (EDPL) seeks to establish the exclusive procedure by which property is acquired in New York State, ensure just compensation is paid, and establish opportunities for public participation in the planning of projects

necessitating the exercise of eminent domain. Three real estate acquisition informational sessions were held in June 2016 to provide an overview of the property acquisition process and relocation assistance program. In September 2016, NYSDOT corresponded and met with individuals who were preliminarily identified as owners of buildings that may need to be acquired under the Project's two build alternatives. During those meetings, the owners were presented with information regarding their particular site as well as written materials describing the acquisition process and the assistance available to both owners and tenants. Building owners were also sent a written invitation to attend an upcoming open house on the Project (held on October 6, 2016) and given further opportunity to meet with NYSDOT to discuss the potential impacts to their buildings.

Pursuant to EDPL Section 206 (C), the public hearings on the DDR/DEIS (described above) satisfied the EDPL public hearing requirements by including notice to the public and owners of property to be acquired and meeting the requirements of EDPL Section 204 (B). The hearings were held virtually and in person.

Additional meetings with property owners were held as needed.

Construction Practices Meetings. NYSDOT held a series of nine group meetings in October 2017 with numerous organizations and representatives, including those representing environmental justice communities, to discuss and solicit input on protocols and procedures to avoid, minimize, or otherwise mitigate adverse construction effects, including impacts to traffic, the human environment, and the natural environment.

Local Hiring Advisory Meetings. NYSDOT held two meetings in September and December 2016 with individuals and representatives of organizations that focus on job advocacy, training, and placement, including those representing environmental justice communities. Attendees discussed ideas on how best to create local jobs on the Project for those living in high poverty areas; ways NYSDOT could collaborate with these organizations to distribute information about the Project and provide workforce development opportunities, training, and job placement; categories of work and skill sets and training requirements needed on the Project; and the barriers to employment particularly for minority and low-income populations. NYSDOT and FHWA also participated in the City of Syracuse's I-81 Jobs Big Table Forums held on August 13, 2020, December 14, 2020, April 19, 2021, July 22, 2021, and October 25, 2021 to continue collaboration on Central New York job initiatives. NYSDOT representatives participate in the work groups established by the city to meet the job initiative goals (Community Workforce Agreement/Project Labor Agreement, Disadvantaged Business Enterprise, Workforce Development, and Funding Work Groups).

Noise Barrier Meetings. In accordance with NYSDOT Noise Policy, to solicit viewpoints of noise barrier benefited receptors, NYSDOT held four noise barrier public meetings in areas near the proposed noise barriers: Dr. King Elementary School on July 24, 2019; Cicero North Syracuse High School on July 30, 2019; Henninger High School on August 14, 2019; and DeWitt Community Room on August 15, 2019. The meetings took place from 4:00 to 7:00 p.m. and included a PowerPoint presentation and approximately 30 informational boards. Project team members were on hand to respond to questions and to provide information to assist owners and residents in making an informed decision. Attendance at these meetings was not required for benefited property owners and residents to provide their viewpoint. Additional opportunities to comment on the noise barriers were provided at the in-person and virtual public hearings for the DDR/DEIS and at the subsequent neighborhood and community meetings.

Stakeholders' Groups. Several groups have been formed to provide additional forums for active public participation. These committees, chaired by NYSDOT, have been and will continue to be briefed prior to major milestones and as needed throughout the environmental review process. At this time, the following groups have been established:

- **Stakeholders' Committee.** This committee includes members of the general public (who are able to sign up for the committee on the Project website, at public meetings, and at the Project Outreach Center), elected officials, and stakeholders who represent agencies, interest groups, and organizations. Briefings of the Stakeholders' Committee occur as needed. Meetings took place on June 24, 2014 at the Everson Museum and on June 9, 2016 at HW Smith Elementary School; members also were invited to the Capital for a Day event at SKY Armory on September 30, 2015.
- **Sustainability and Community and Economic Development Stakeholders' Advisory Working Groups (SAWGs).** Each of the Project's two SAWGs serves as a forum for the exchange of information, discussion of issues, and solicitation of feedback. Membership is small enough to encourage workshop-style sessions and to explore specific issues in detail. Some members were recommended by the City and County. There have been 22 meetings and two project tours as the EIS has progressed. Meetings of both SAWGs have been held at the Project Outreach Center, with the exception of walking and bus tours in the field.
 - **Sustainability Stakeholders' Advisory Working Group:** To ensure that local perspectives are captured and the Project is aligned with the VisionCNY Regional Sustainability Plan and sustainability plans developed by Onondaga County and the City of Syracuse, a Sustainability Stakeholders' Advisory Working Group has been established. This group includes representatives of organizations that represent or advocate for sustainability, the environment, transportation choices for mobility and accessibility, social issues, and public health and human services.
 - **Community and Economic Development Stakeholders' Advisory Working Group:** The Community and Economic Development Stakeholders' Advisory Working Group was formed as an opportunity to partner with local business councils and other organizations to formulate ways to maximize return on investments while supporting the goals identified by CNY Regional Economic Development Council (REDC). This working group includes key business, real estate, planning, and economic development organizations that represent the public, non-profit, institutional, and private sectors active in the local Project Area and throughout the Syracuse region.
- **Urban Design Technical Advisory Panel.** As part of the effort to produce high quality urban design for the I-81 Viaduct Project, NYSDOT has established an Urban Design Technical Advisory Panel (UDTAP). The panel comprises a group of design and design-related professionals with specialized knowledge and experience in urban design. The panel's purpose and mission is to provide NYSDOT with guidance and ideas to improve, enhance, and augment the project designs as they are being developed. Members are asked to serve in an advisory capacity to NYSDOT and provide input and ideas on the landscape, urban design elements, and aesthetics of the I-81 Viaduct Project. To date, meetings have focused on the proposed West Street and Onondaga Creek improvements (July 6, 2016); Almond Street and the potential southern gateway (August 9, 2016); the northern segment of I-81 and connections between I-81 and I-690 (November 17, 2016); potential improvements

north of I-690 including urban design and gateway treatments (April 18, 2017; April 27, 2017; May 24, 2017; and July 18, 2017); potential treatments under elevated portions of the Project (May 8, 2017); potential pedestrian, bicycle, and streetscape enhancements along the Bear Street corridor and connection to the Creekwalk (June 7, 2019); gateway possibilities and urban design improvements in the southern Project Area including at MLK, Jr. East and Van Buren Street (October 29, 2019 and December 4, 2019); possible gateway treatments at the proposed I-690 interchange at Crouse and Irving Avenues (March 11, 2020); potential roundabout locations (October 27, 2021); and noise barrier aesthetics (March 9, 2022).

- **Northside UP I-81 Work Group.** NYSDOT held a series of meetings, on March 7, 2017; March 29, 2017; April 13, 2017; and June 8, 2017, with representatives of the Northside UP I-81 Work Group to discuss potential improvements in the area between I-690 and Hiawatha Boulevard under each build alternative. Topics discussed included concerns regarding the creation of a fully directional I-81/I-690 interchange; potential concepts for the Butternut Street bridge and its relocation; the extension of and improvements to Clinton Street; treatments for Bear, Butternut, and Clinton Streets as well as Genant Drive; the potential to channel traffic to the local street grid north of I-690 rather than the highway under the Community Grid Alternative; potential alternative modifications such as roundabouts and signalized intersections; and gateway and other aesthetic concepts.

Other public outreach efforts include:

- **Project Website.** A project website (www.dot.ny.gov/i81opportunities) is available to allow the public to keep up to date on the Project. Visitors can sign up for the Project mailing list and Stakeholders' Committee and submit comments and questions to the lead agencies via a "Contact Us" feature. The site will continue to be updated regularly to include announcements of Project meetings and access to Project documents (e.g., scoping documents, preliminary DDR/DEIS, DDR/DEIS, FDR/FEIS, and ROD), which will be posted as they become available. Links to NYSDOT's Twitter account and RSS feed are available from the site.
- **Mailing List.** The Project mailing list, which comprises more than 6,400 contacts, was drawn initially from the contact list developed for the I-81 Challenge planning study and has been updated continually. The list includes elected officials, public agencies, stakeholder and community groups, media, and individuals. Included within the list are organizations, media, and individuals that have relevance and connections with environmental justice and LEP communities in the Project Area. The mailing list is used to distribute meeting announcements and information about the Project.
- **Project Hot Line.** A toll-free telephone number, 1-855-I81-TALK (855-481-8255), has been set up for members of the public to reach project representatives during business hours, with messages returned promptly.
- **Project Outreach Center.** Located in the Carnegie building at 335 Montgomery Street in Syracuse, this center was opened in conjunction with Onondaga County and the City of Syracuse to provide an additional resource for members of the public to access information and ask questions about the I-81 Viaduct Project. The center, which was established in 2013, was open three days a week until October 2014. From October 2014 to November 2019, it was open Tuesday and Thursday

from 11:00 AM to 2:00 PM. Two members of the Project team were available during that time to interact with visitors. Boards from recent project meetings were on display; comment sheets and project documents, such as the *Scoping Report*, were available; and visitors were guided through the displays by project staff.

- **Informational Materials** are produced at key points during the Project development process. Content has and will continue to include written information on the Project as well as visuals (photos, maps, and charts) and contact information. Presentations, meeting handouts, newsletters, and other materials are developed as appropriate to keep the public informed about Project developments. Comment sheets are made available at public meetings to encourage public input.
- **Media Contacts.** Press briefings have been and will continue to be held as needed. Press releases are issued to communicate new project developments. Outreach to the media has and will continue to included newspapers serving low-income, minority, and LEP communities.
- **Project Repositories.** Local repositories enable members of the public to examine project documents, including EIS documents, and other informational materials. The repositories include agency and municipal offices, libraries, and community centers. Table 4 lists the names and addresses of the Project repositories.

**Table 4
Project Repositories**

Repository	Address
New York State Department of Transportation - Region 3 Office	333 East Washington Street, Syracuse, New York
Onondaga County Clerk's Office	401 Montgomery Street, Syracuse, New York
City of Syracuse Clerk's Office	233 E. Washington Street, Syracuse, New York
Syracuse Housing Authority - Administration Office	516 Burt Street, Syracuse, New York
Syracuse Housing Authority - Pioneer Homes	924 S. McBride Street, Syracuse, New York
Syracuse Housing Authority - Toomey Abbott Towers	1207 Almond Street, Syracuse, New York
Syracuse Metropolitan Transportation Council	126 N. Salina Street, Syracuse, New York
Dunbar Center	1453 State Street, Syracuse, New York
Faith Hope Community Center	1029 Montgomery Street, Syracuse, New York
Fairmount Community Library	406 Chapel Drive, Syracuse, New York
Westcott Community Center	826 Euclid Avenue, Syracuse, New York
Northeast Community Center Library	716 Hawley Avenue, Syracuse, New York
Southwest Community Center Library	2111 S. Salina Street, Syracuse, New York
Onondaga County Public Library (OCPL) Beauchamp Branch Library	2111 S. Salina Street, Syracuse, New York
OCPL Betts Branch Library	4862 S. Salina Street, Syracuse, New York
OCPL Central Library	447 S. Salina Street, Syracuse, New York
OCPL White Branch Library	763 Butternut Street, Syracuse, New York
Onondaga Free Library	4840 West Seneca Turnpike, Syracuse, New York
Syracuse University - Bird Library	222 Waverly Avenue, Syracuse, New York
Atlantic States Legal Foundation, Inc.	658 West Onondaga Street, Syracuse, New York
Town of Cicero	8236 Brewerton Road, Cicero, New York
Town of DeWitt	5400 Butternut Drive, East Syracuse, New York
DeWitt Community Library	3649 Erie Boulevard East, DeWitt, New York
Village of East Syracuse	207 N. Center Street, East Syracuse, New York
East Syracuse Free Library	4990 James Street, East Syracuse, New York
Town of Elbridge	Route 31W, Jordan, New York
Town of Fabius	Route 80, Fabius, New York
Fayetteville Free Library	Digital repository only: www.fflib.org
Town of Hastings	1134 US Rt. 11, Central Square, New York
LaFayette Public Library	2577 Rt. 11 North, LaFayette, New York
Village of Liverpool	310 Sycamore Street, Liverpool, New York
Liverpool Public Library	Digital repository only: /www.lpl.org
Town of Lysander	8220 Loop Road, Baldwinsville, New York
Town of Manlius	310 Brooklea Drive, Fayetteville, New York
Village of Manlius	1 Arkie Albanese Avenue, Manlius, New York
Manlius Library	1 Arkie Albanese Avenue, Manlius, New York
Town of Marcellus	24 East Main Street, Marcellus, New York
Marcellus Free Library	32 Maple Street, Marcellus, New York
Maxwell Memorial Library (Camillus)	14 Genesee Street, Camillus, New York
Village of Minoa	240 N. Main Street, Minoa, New York
Minoa Library	242 N. Main Street, Minoa, New York

Repository	Address
Village of North Syracuse	600 South Bay Road, North Syracuse, New York
Town of Onondaga	5020 Ball Road, Syracuse, New York
Town of Salina	201 School Road, Liverpool, New York
Salina Library	100 Belmont Street, Mattydale, New York
Town of Skaneateles	24 Jordan Street, Skaneateles, New York
Skaneateles Library	49 E. Genesee Street, Skaneateles, New York
Solvay Public Library	615 Woods Road, Solvay, New York
Village of Tully	5833 Meetinghouse Road, Tully, New York
Town of Van Buren	7575 Van Buren Road, Baldwinsville, New York

Section 5: Revision History

Revisions to this Coordination Plan are documented in this section.

Revision Number	Date	Summary of Revisions
1	May 1, 2015	Revised text to reflect modifications to project objectives and project limits; revised Table 1 (List of Lead and Invited Cooperating and Participating Agencies) to include additional information on roles and responsibilities; revised dates in Table 3 (Key Milestone Dates); added descriptions of Section 4(f) coordination and EDPL outreach; updated information on public outreach meetings and other efforts and expanded list of repositories
2	February 18, 2016	Added text in Section 4.1 to discuss agency coordination on methodologies and added Appendix A, which includes the wetlands assessment methodology.
3	January 27, 2017	Provided text on the Fixing America's Transportation (FAST) Act in Section 1.1; additional information on agency involvement in Tables 1 and 3, as well as estimated completion dates in Table 3; and updated information on agency and public outreach efforts.
4	October 23, 2017	Updated agency coordination; Table 3 (Key Milestone Dates); Section 4(f) coordination; and environmental justice outreach and other outreach efforts.
5	June 12, 2020	Added updated project objectives and project area description; updated agency contact information, list of participating agencies, and coordination points; updated meetings with agencies; included text on the publication of the preliminary DEIS; updated Section 106 consultation; updated public outreach meetings and stakeholders' groups; updated list of repositories.
6	July 16, 2021	Added meetings and coordination that have occurred since publication of the preliminary DDR/DEIS and updated the project schedule in Table 3 (Key Milestone Dates); added meetings and coordination to the Agency and Section 106 Coordination sections; updated USDOT EJ guidance; updated LEP data and summary; updated public outreach meetings; updated project office availability.
7	April 15, 2022	Added meetings and coordination that have occurred since the publication of the DDR/DEIS; updated the project schedule in Table 3 (Key Milestone Dates); added meetings and coordination to the Agency and Section 106 Coordination sections; updated Section (4) section; updated public outreach meetings.

APPENDIX A

WETLAND ASSESSMENT METHODOLOGY

This document describes the methodology that will guide analysis of potential effects on wetlands from project alternatives under consideration for the I-81 Viaduct Project.

Project Overview and Background

This memorandum outlines the proposed methodology for wetland mapping and an alternatives impact assessment that will be conducted as part of the Environmental Impact Statement (EIS). Due to the large size of the study area and its location within an urban environment, the proposed methodology will involve the use of mapping and limited field investigations to identify wetlands in lieu of the "Preliminary Wetland Delineation" methodology outlined in NYSDOT's Transportation Environmental Manual (TEM) Attachment 4.A.E., "Comparison of Preliminary Wetland Delineation and Formal Wetland Delineation". The mapping and limited field investigation effort will be used to confirm the presence/absence and general extent of wetlands and surface waters within the project limits and to describe the plant community present within wetlands. Approximate wetland and surface water acreages will be calculated and used to assess the approximate wetland impacts of each alternative in the EIS. This level of analysis will satisfy the requirements of the National Environmental Policy Act (NEPA) and State Environmental Quality Review Act (SEQRA) to assess wetland and surface water impacts under each alternative. A "Formal Wetland Delineation" as per the TEM will be conducted as part of the potential future permitting process once a preferred alternative has been identified and the Record of Decision has been issued.

Purpose of the Study

The purpose of this study is to remotely identify the approximate location and extent of mapped and unmapped wetlands and surface waters within the project limits and to subsequently assess approximate wetland and surface water impacts under each alternative for NEPA/SEQRA purposes. Existing conditions and the impact assessment will be described in the EIS.

Analysis Methodology

For the wetland/surface waters mapping effort, ArcGIS 10.3 desktop software will be used to identify potential wetland/surface water areas for subsequent field verification. Best-available high-resolution digital aerial photography from the New York State Statewide Digital Orthoimagery Program will be compiled and loaded into the software for use as a base map. This imagery is 4-band and includes not only natural color (red, green and blue bands) but also infrared, which can provide additional information regarding vegetation coverage and type. For Onondaga County, best-available imagery will include 0.5-foot resolution imagery captured in

2012 for some areas of the County. For areas outside that coverage area, the February 2015 Annual Lot has been flown and its 1-foot resolution imagery product will be used once it is made available (expected by early 2016). Alternatively, the 2-foot 2012 imagery that is currently available may also be used.

This imagery will be supplemented with other GIS data overlays, including best-available topographic data from the U.S. Geological Survey; hydric soils data from the Natural Resources Conservation Service's (NRCS) (U.S. Department of Agriculture) Web Soil Survey³ and NRCS National Hydric Soils list⁴; U.S. Fish and Wildlife Service National Wetlands Inventory (NWI) (see attached example [Figure 1]) which shows the NWI wetland boundary and an existing stream channel) and the NYS Department of Environmental Conservation (NYSDEC) Article 24 freshwater wetland maps. Topographic data in particular, in conjunction with the high-resolution natural color and infrared imagery, will enable the project team to more accurately approximate potential wetland areas, identify unmapped potential wetlands, and identify areas of disturbance that may have eliminated or modified wetlands subsequent to Federal/State wetland mapping efforts. Specifically, topographic data and high resolution natural color imagery will be used to differentiate developed areas, including areas converted to lawn/pavement subsequent to NWI/NYSDEC mapping, from forested/undeveloped areas that may contain hydrophytic vegetation and wetland hydrology. In this way, some areas of mapped NWI/NYSDEC wetlands may be excluded from further review. NRCS soil mapping units with the potential to include hydric soils will also be incorporated. Specifically, soil mapping units given a hydric component rating of 33% or greater, as is provided in the NRCS Web Soil Survey, will be highlighted and considered in combination with the other wetland/surface water data sources. Infrared imagery will also be used to identify watercourses/wetland hydrology.

Prior to field inspection, the wetlands maps for the project limits will be developed with the mapping data and GIS overlays described above. As per the USACE Wetland Delineation Manual,⁵ three wetland indicators, hydrophytic vegetation, hydric soils, and hydrology, must be present for an area to be classified as a wetland. Any area shown on the maps and/or on the GIS overlays that exhibit signs of wetland conditions (e.g., surface waters, hydric soils, and/or wetland vegetation) will be mapped and further investigated through limited field inspection to determine if all three USACE wetland indicators (i.e., hydrophytic vegetation, hydric soils, and hydrology) are present. Areas that do not have all three USACE wetland indicators (i.e., hydrophytic vegetation, hydric soils, and hydrology) as per field inspection will be excluded from further review. The product of the field inspection will be a presence-absence technical letter report indicating which publicly mapped wetlands (NWI/NYSDEC) and unmapped wetlands (if present) exhibit positive indicators of all three USACE wetland indicators (i.e., hydrophytic vegetation, hydric soils, and hydrology). Where the approximate locations of wetlands are

³ Available: <http://websoilsurvey.sc.egov.usda.gov/App/HomePage.htm>.

⁴ Available: <http://www.nrcs.usda.gov/wps/portal/nrcs/main/soils/use/hydric/>.

⁵ Environmental Laboratory. 1987. "Corps of Engineers Wetlands Delineation Manual," Technical Report Y-87-1, US Army Engineer Waterways Experiment Station, Vicksburg, Miss; U.S. Army Corps of Engineers. 2011. Regional Supplement to the Corps of Engineers Wetland Delineation Manual: Northcentral and Northeast Region (version 2.0), ed. J.S. Wakeley, R.W. Lichvar, C.V. Noble, and J.F. Berkowitz. ERDC/EL TR-12-1. Vicksburg, MS: U.S. Army Engineer Research and Development Center.

confirmed in the field or where mapped wetlands are found to be absent, this information will be used to update the wetland maps for the project limits and create a final set of wetland maps to be used for the EIS.⁶ Subsequently, approximate wetland impacts under each alternative will be assessed for NEPA/SEQRA purposes by overlaying the footprints of disturbance of the alternatives on these wetland maps.

⁶ A formal wetland delineation would not be conducted under this methodology (i.e., no flags would be placed in the field). These wetlands maps would show the approximate locations of wetlands within the project limits and would not replace formal wetland jurisdictional mapping (i.e., field delineated wetland boundaries and acreage calculations)

Mon 12/21/2015 2:54 PM
From: Brown, Bridget LRB Bridget.Brown@usace.army.mil
RE: Wetland Methodology (UNCLASSIFIED)
To: Adams, Jon (DOT) Jon.Adams@dot.ny.gov

Classification: UNCLASSIFIED
Caveats: NONE

Sorry for the delay. The changes to the document look fine.

Bridget Brown
USACE, Auburn FO
(315)255-8090x5
direct (716)879-6329

-----Original Message-----

From: Adams, Jon (DOT) [<mailto:Jon.Adams@dot.ny.gov>]
Sent: Friday, December 11, 2015 11:34 AM
To: Brown, Bridget LRB
Cc: patricia.millington@dot.gov; Leslie, Catherine S. (DOT); Prockup, Jessica (DOT); Flint, Joseph A (DOT)
Subject: [EXTERNAL] Wetland Methodology

Bridget,

NYS DOT has worked with our consultant team to address ACOE comments on the proposed wetland assessment methodology for the I81 Viaduct Project. Considering EPA and NYSDEC had no comments on the previous draft, NYS DOT wanted to share this draft with ACOE to ensure your comments are satisfactorily addressed prior to send to the other agencies with jurisdiction for final concurrence.

I have attached the revised document along with the original draft with ACOE comments for reference. Please review the revised document. If you are satisfied with the document with no further comments, NYS DOT will finalize and share with the other agencies with jurisdiction. We also intend to provide the final Wetland Assessment Methodology as an update to the projects coordination plan.

Feel free to call to discuss if you have any questions.

Jonathan Adams, RLA
I-81 Viaduct Project Environmental Team Lead
New York State Department of Transportation - Region 3
333 E. Washington St., Syracuse, NY 13202

Thu 12/24/2015 1:24 PM

From: Bimber, David L (DEC) david.bimber@dec.ny.gov

RE: Revised I81 Viaduct Project Wetland Assessment Methodology

To: Adams, Jon (DOT) <Jon.Adams@dot.ny.gov>; Knutson, Lingard Knutson.Lingard@epa.gov

Jon: DEC Regional Staff have no objections or comments regarding this final update to wetlands assessment.

Thanks

Dave

David L. Bimber

Regional Permit Administrator, Division of Environmental Permits

New York State Department of Environmental Conservation

615 Erie Blvd. West, Syracuse, NY 13204

P: (315) 426-7440 | F: (315) 426-7425 | david.bimber@dec.ny.gov

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From: Adams, Jon (DOT)

Sent: Monday, December 21, 2015 3:47 PM

To: Bimber, David L (DEC); Knutson, Lingard

Cc: Brown, Bridget LRB; patricia.millington@dot.gov; Flint, Joseph A (DOT); Leslie, Catherine S. (DOT); Hitt, Dan (DOT); Robert.Davies@dot.gov; dot.sm.mo.I81Team

Subject: Revised I81 Viaduct Project Wetland Assessment Methodology

Dave & Knutson,

NYSDOT has worked with our consultant team to address USACE comments on the proposed wetland assessment methodology for the I81 Viaduct Project. USACE has reviewed this revised document and the agency is now satisfied with the methodology.

In cooperation with FHWA, NYSDOT is providing the attached final draft wetland assessment methodology to your agencies (USEPA & NYSDEC) for final concurrence. If there are no further comments, NYSDOT will finalize the document and intends to include the final methodology as an update to the Coordination Plan.

We respectfully request any comments by 1/4/16.

Hope each of you enjoy the upcoming holiday and new years.

Jonathan Adams, RLA
I-81 Viaduct Project Environmental Team Lead
New York State Department of Transportation - Region 3
333 E. Washington St., Syracuse, NY 13202



Mon 12/28/2015 9:35 AM

From: Knutson, Lingard Knutson.Lingard@epa.gov

RE: Revised I81 Viaduct Project Wetland Assessment Methodology

To: Bimber, David L (DEC) <david.bimber@dec.ny.gov>; Adams, Jon (DOT) Jon.Adams@dot.ny.gov

EPA also has no comments. Thank you for the update.

Lingard

From: Adams, Jon (DOT)

Sent: Monday, December 21, 2015 3:47 PM

To: Bimber, David L (DEC); Knutson, Lingard

Cc: Brown, Bridget LRB; patricia.millington@dot.gov; Flint, Joseph A (DOT); Leslie, Catherine S. (DOT); Hitt, Dan (DOT); Robert.Davies@dot.gov; dot.sm.mo.I81Team

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Jonathan Adams, RLA
I-81 Viaduct Project Environmental Team Lead
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333 E. Washington St., Syracuse, NY 13202

