

I-81 VIADUCT PROJECT
CHAPTER 7
FINAL SECTION 4(f) EVALUATION

This chapter evaluates the Project in accordance with Section 4(f) of the U.S. Department of Transportation Act of 1966.

Section 4(f) of the Department of Transportation Act of 1966 (49 United States Code [U.S.C.] §303 and Title 23 U.S.C. Section §138) applies to publicly owned parks, recreation areas, and wildlife and waterfowl refuges and publicly or privately owned historic properties determined eligible for or listed in the National Register of Historic Places. The requirements of Section 4(f) apply to the Federal Highway Administration (FHWA) and other agencies of the U.S. Department of Transportation.

Section 4(f) requires that special effort should be made to preserve the natural beauty of the countryside and public parks and recreation lands, wildlife and waterfowl refuges, and archaeological and historic sites, and that measures should be undertaken to maintain or enhance the natural beauty of lands crossed by transportation activities or facilities. 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 Code of Federal Regulations (CFR) 774.3(a)].

Section 6009 of the Safe, Accountable, Flexible, and Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), enacted in 2005, amended Section 4(f) legislation at both Title 49 U.S.C. Section §303 and Title 23 U.S.C. Section §138 to simplify the process and approval of projects that have only *de minimis* impacts on Section 4(f) properties. A *de minimis* impact involves the use of Section 4(f) property that is generally minor in nature. A *de minimis* impact is one that, after taking into account avoidance, minimization, mitigation and enhancement measures, results in no adverse effect to the activities, features, or attributes qualifying a park, recreation area, or refuge for protection under Section 4(f). Under these provisions, once FHWA determines that a transportation use of Section 4(f) property results in a *de minimis* impact, an analysis of avoidance alternatives is not required, and the Section 4(f) evaluation process is complete.

In response to SAFETEA-LU, FHWA, along with the Federal Transit Administration (FTA), made comprehensive changes to its Section 4(f) regulations. The new regulations are codified at 23 Code of Federal Regulations (CFR) 774. These regulations incorporate the *de minimis* use requirements and include a new definition of “all possible planning to minimize harm” as well as a list of factors to consider in determining which alternatives minimize overall harm. A *de minimis* impact determination subsumes the requirement for all possible planning to minimize harm by reducing impacts on the Section 4(f) property to a *de minimis* level (23 CFR 774.17). This chapter has been developed in accordance with 23 CFR Part 774 – Parks, Recreation Areas, Wildlife and Waterfowl Refuges, and Historic Sites (Section 4(f)).

The New York State Department of Transportation (NYSDOT) has prepared this Section 4(f) Evaluation because, in some cases, the Project would require the use of Section 4(f) properties resulting in a greater than *de minimis* impact and a programmatic Section 4(f) evaluation cannot be applied (23 CFR 774.3). This document considers two build alternatives—the Viaduct Alternative and the Community Grid Alternative.

7.1 PROPOSED ACTION

The I-81 Viaduct Project (the “Project”) would address structural deficiencies and non-standard highway features and create an improved transportation corridor through the City of Syracuse with modifications to I-81, I-690, I-481, and related highway interchanges and local streets in Onondaga County, New York. These roadways and adjacent lands are referred to as the “Project Area,” which is described in **Chapter 1, Introduction**.

7.1.1 NEED, PURPOSE, AND OBJECTIVES

I-81 and I-690 are elevated through Downtown Syracuse. Their interchange and viaducts comprise multiple highway bridges. These bridge structures were constructed primarily in the 1960s, and many of their components are nearing the end of their design service life. Over time, these structures have experienced varying levels of deterioration from exposure to weather, de-icing salts, and heavy vehicle use. Bridges are particularly susceptible to wear and tear because many of the structural elements are directly exposed to weather conditions. I-81 and I-690 carry high traffic volumes at reduced travel speeds (in the range of 20 mph, well below the posted 45 mph speed limit), and therefore, notable delays and queues are common in some sections near the I-81/I-690 interchange.

The purpose of the Project is to address the structural deficiencies and non-standard 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 transportation planning efforts.

The objectives of the Project are to:

- Address the local transportation network structural deficiencies, particularly associated with aging bridge structures and 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 in and near Downtown Syracuse.
- Maintain or enhance vehicle access to the interstate highway network and key destinations (i.e., business district, hospitals, and institutions) within neighborhoods in 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 amenities¹ within the project limits in and near Downtown Syracuse.

The need, purpose, and objectives are the basis for determining the reasonable range of alternatives that have been developed for the Project, which are described below. A detailed discussion of the Project's needs, purpose, and objectives is provided in **Chapter 1, Introduction**.

7.1.2 ALTERNATIVES

As described in **Chapter 3, Alternatives**, numerous potential alternatives for the Project were evaluated to determine whether they would meet the project needs, purpose, and objectives, and viable alternatives must meet the project purpose and objectives. Refer to **Appendix B-1** for a description of the evaluation of Project alternatives.

Among the potential alternatives considered was the Rehabilitation Alternative. The Rehabilitation Alternative would involve a long-term program and the repair or replacement of bridges within the Central Study Area (see **Section 6-1, Introduction** for a description of the study areas). While some non-standard and non-conforming features would be eliminated, narrow shoulders, insufficient distance between on- and off-ramps, and sharp curves would remain. The Rehabilitation Alternative was dismissed from further consideration since it would not meet the project purpose and objectives.

Two build alternatives were progressed for evaluation in the Draft Design Report/Draft Environmental Impact Statement (DDR/DEIS)—the Viaduct and Community Grid Alternatives. The alternatives were further studied, and their alignments refined through the design process. These efforts, which are described in **Section 7.7** of this FDR/FEIS, have resulted in Viaduct and Community Grid alignments that minimize harm to Section 4(f) properties while adhering to acceptable design standards and meeting the Project's purpose and objectives. The No Build Alternative was also retained for comparison purposes.

No Build Alternative

The National Environmental Policy Act (NEPA) requires the evaluation of a No Build Alternative. The No Build Alternative serves as the baseline against which the build alternatives are compared. The No Build Alternative for the Project would maintain the highway in its existing configuration, although ongoing maintenance and repairs to ensure the safety of the traveling public would continue. The No Build Alternative would not meet the objectives that were developed to address the purpose and need for the Project.

Viaduct Alternative

The Viaduct Alternative would involve a full reconstruction of I-81 in the Central Study Area between approximately Colvin Street and Hiawatha Boulevard and the portion of I-690 from Leavenworth Avenue and Beech Street and between approximately Hiawatha Boulevard West and Bear Street. The

¹ Transit amenities that may be explored could include bus stops and shelters, bus turnouts, and layover and turnaround places.

new viaduct would provide four to six, 12-foot travel lanes (a minimum of two in each direction), as well as inside shoulders (a minimum of four feet in two-lane sections and 10 feet in three-lane sections) and outside shoulders (a minimum of 10 feet in each direction). The new viaduct would be approximately 10 to 15 feet higher than the existing one at some locations. South of Harrison Street, the new viaduct generally would be approximately 10 to 20 feet wider than the 66-foot-wide existing viaduct. The Viaduct Alternative would reconstruct I-690 and the existing I-81/I-690 interchange; address nonstandard and nonconforming design features; provide new interchange connections at I-690 and I-81 where these connections do not currently exist; improve connections to local streets; and implement traffic, bicycle, and pedestrian enhancements. A detailed description of the Viaduct Alternative is presented in **Chapter 3, Alternatives**.

Community Grid Alternative

The Community Grid Alternative would involve demolition of the existing viaduct between the New York, Susquehanna and Western Railway bridge and the I-81 and I-690 interchange. The section of I-81 between the southern I-81/I-481 interchange (Interchange 16A) and the northern I-81/I-481 interchange (Interchange 29) in Cicero would be de-designated as an interstate, and existing I-481 would be re-designated as the new I-81. The portion of existing I-81 between its northern and southern intersections with I-481 would be re-designated as a business loop of I-81 (BL 81). The alternative would improve the existing I-481 as part of its conversion to I-81 and reconstruct a portion of I-690 (from Leavenworth Avenue to Beech Street and between approximately Hiawatha Boulevard West and Bear Street), Almond Street, and other local streets.

The Community Grid would disperse traffic throughout the city grid by promoting broader use of the existing street network. Vehicular traffic would be channeled through Almond Street and along parallel corridors such as Crouse Avenue, Irving Avenue, James Street, Oswego Boulevard, State Street, Townsend Street, and other local streets that would have the capacity to accommodate this traffic. The Community Grid Alternative would also improve connections to local streets and include traffic, bicycle, and pedestrian enhancements. A detailed description of the Community Grid Alternative is presented in **Chapter 3, Alternatives**.

7.2 SECTION 4(f) PROPERTIES

Section 4(f) applies to parks and recreation areas of national, state, or local significance that are both publicly owned and open to the public; publicly owned wildlife and waterfowl refuges of national, state, or local significance that are open to the public; and historic sites of national, state, or local significance in public or private ownership, regardless of whether they are open to the public. In addition, Section 4(f) applies to those portions of Federally designated Wild and Scenic Rivers that are publicly owned and function as, or are designated in a management plan as, a significant park, recreation area, or wildlife and waterfowl refuge (23 CFR § 774.11(g)).

There are no Federally designated Wild and Scenic Rivers or publicly owned wildlife and waterfowl refuges in the Project Area.

7.2.1 HISTORIC SITES

The requirements of Section 4(f) apply to historic sites listed or eligible for listing in the National Register of Historic Places (23 CFR 774.11(e)(1)). Section 4(f) historic sites were identified through the Section 106 process pursuant to 36 CFR Part 800, in consultation with the New York State Historic Preservation Office (SHPO), the Advisory Council on Historic Preservation (ACHP), and other Consulting Parties. The SHPO and ACHP are the officials with jurisdiction for the Section 4(f) historic sites.

The historic architectural properties located within the Areas of Potential Effects (APE) of the Project are shown in **Appendix N** (Table 1 and Figures 1a through 1f). For each historic property in the APE, **Appendix N** identifies whether there would be a Section 4(f) use, and if so, the type of use. **Appendix N** also presents Section 106 effects on these historic properties. In a letter dated March 4, 2021 (**Appendix E-7**) the SHPO concurred with the Section 106 effects the alternatives would have on historic architectural resources known at this time. The need for the use of the properties is further described in **Section 7.5**.

This section describes the Section 4(f) properties that would be subject to Section 4(f) use by the Project, which are shown on **Figure 7-1a and 7-1b**.

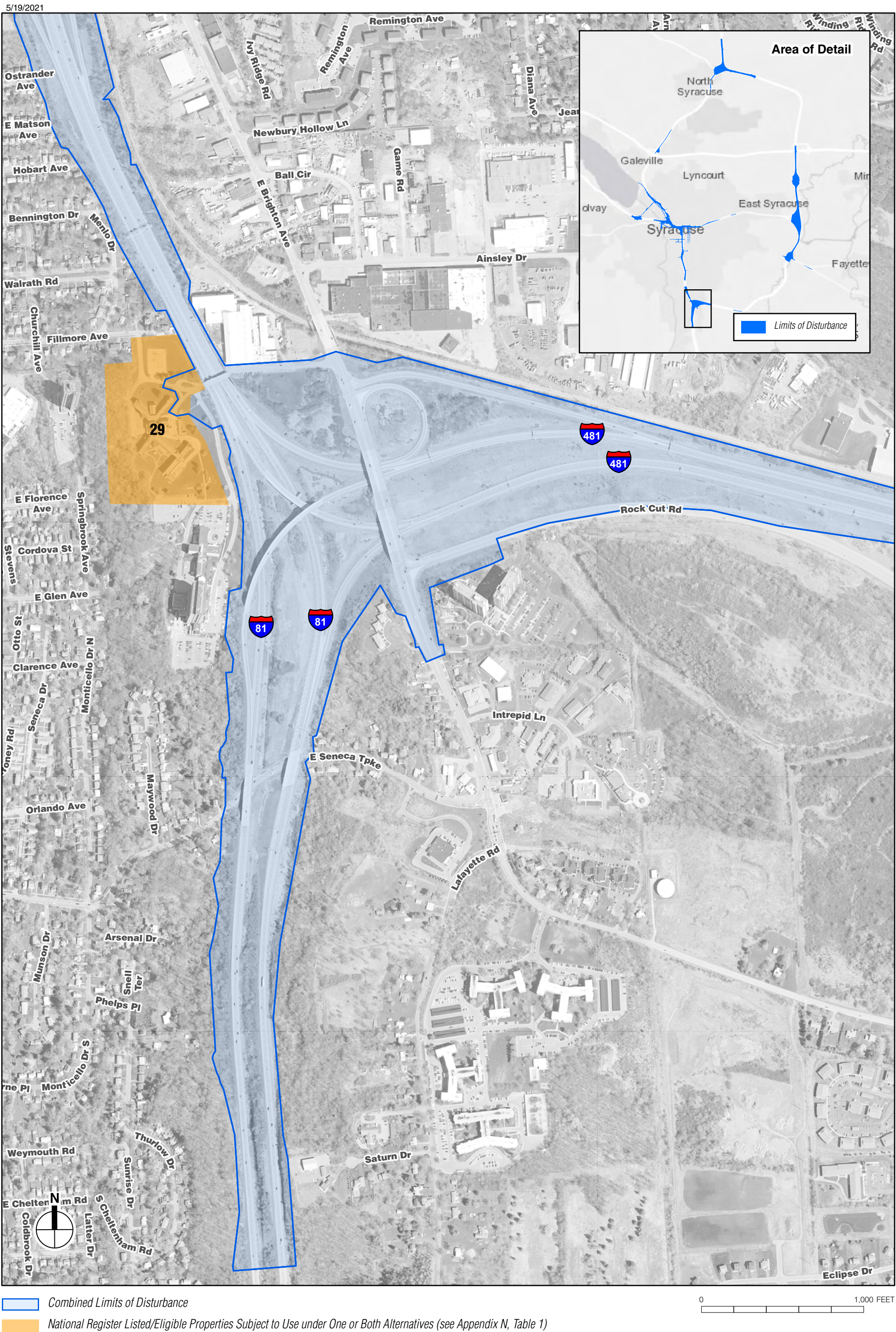
Historic Architectural Properties

Both the Viaduct and Community Grid Alternatives would require the use of Section 4(f) historic properties. There would be a use of the following Section 4(f) properties by one or both alternatives.

- The **North Salina Street Historic District (Map ID HD-2)** was determined eligible for the National Register in 1978 under Criterion C (distinctive architecture), with two boundary expansions determined eligible in 1999 and 2016, and subsequently listed in the National Register in 2019. As of 2019, the total number of resources within the Historic District and Boundary Increase was 129 contributing buildings, 26 noncontributing buildings, three contributing sites, and one contributing object. The district contains the largest collection of architecturally distinctive nineteenth- and twentieth-century brick commercial row buildings in Syracuse, including examples of Italianate, Victorian Gothic, Romanesque Revival, Queen Anne, Neo-Classical, and Mediterranean Revival styles. The residences range from modest wood frame examples of the Federal and Greek Revival styles to large-scale, late Victorian period brick buildings with Queen Anne and Neoclassical features. The area was home to a German community in the nineteenth century and to Italian immigrants in the early twentieth century.

Based on the FHWA Section 4(f) Policy Paper (2012), a Section 4(f) use of historic districts occurs if there is the use of land from an individually eligible property within the historic district or the use of a property that is a contributing element to the district. Therefore, the North Salina Street Historic District is subject to Section 4(f) use by the Project due to the proposed use of two contributing properties.

- **The Britton Block at 317-327 North Salina Street (Map ID #90):** 317-327 Salina Street North, also known as the Britton Block, is a four-story brick commercial building, which was constructed circa 1891 and is situated on 0.19 acres. The building features a flat roof with a



I-81 Viaduct Project

Section 4(f) Properties Affected by the Project

Figure 7-1b

stepped parapet, a corbelled cornice, a date panel at third-story level, segmental-arched windows, and original storefronts on the ground floor.

- **The Learbury Centre at 329 North Salina Street (Map ID #91):** 329 North Salina Street, also known as the Learbury Centre, is a four-story brick light-industrial building, which was constructed circa 1903 and is situated on 1.85 acres. The building has a flat roof and a corbelled brick cornice, with a rectangular plan and an 18-bay facade.
- **The Franklin Square Historic District (Map ID HD-4)** was determined eligible for the National Register in 2019 under Criterion C as a collection of late nineteenth and early twentieth century industrial buildings. The period of significance for the Historic District is 1880 to 1938. Three resources contributing to the Franklin Square Historic District and also individually listed on or eligible for the National Register would be subject to Section 4(f) use:
 - **432 Franklin Street North (Map ID #33):** The C.C. Bradley Plant Building located at 432 North Franklin Street was constructed in 1903 and is situated on 1.92 acres. It is a contributing resource within the Franklin Square Historic District and is also individually eligible for listing on the National Register of Historic Places under Criterion C as a significant example of early twentieth century industrial/manufacturing architecture.
 - **The Syracuse Lighting Company Building at 311 Genant Drive to Clinton Street (Map ID #34):** The Syracuse Lighting Company Building located at 311 Genant Drive was constructed in 1911 and is situated on 1.99 acres. It is a contributing resource within the Franklin Square Historic District and is also individually listed on the National Register of Historic Places under Criteria A and C as an intact structure representing upstate New York utility services in the twentieth century.
 - **Remington Monarch Typewriter Company Building at 429 North Franklin Street (Map ID# 31):** The Remington (Monarch) Typewriter Company Building at 429 North Franklin Street was constructed ca. 1903 and is situated on 3.04 acres. It is a contributing resource within the Franklin Square Historic District and is also individually eligible under Criterion C, as a significant example of early twentieth century industrial/manufacturing architecture.
- **The New York Central Railroad Passenger & Freight Station at 400 Burnet Avenue and 815 Erie Boulevard East (Map ID #11):** The New York Central Railroad Passenger and Freight Station at 815 Erie Boulevard East and 400 Burnet Avenue was constructed circa 1934. The two components of the property are separated by I-690 and are connected via a tunnel. The property is situated on a combined 3.7 acres. This complex was designed by J.P. Gallagher and is listed on the National Register under Criteria A and C for its place in the history of railroads in Syracuse, and as an outstanding example of the Art Deco style.
- **The Veteran's Fastener Supply Corp. building at 117 Butternut Street (Map ID #15):** The Veteran's Fastener Supply Corp located at 117 Butternut Street (and Salt Street) was constructed circa 1927 and is situated on 0.89 acres. Currently housing a distribution facility, it is eligible for listing on the National Register of Historic Places. The building meets Criteria A and C as a relatively intact Neoclassical-style municipal building constructed by the City of Syracuse to house

a city meat inspection facility as a response to health concerns related to the industry, which was a regionally important economic engine. The building also housed a municipal archery facility, and later served as the Syracuse Transportation Department's offices.

- **Smith Restaurant Supply at 500 Erie Boulevard (Map ID #24):** The Smith Restaurant Supply Building located at 500 Erie Boulevard East was constructed in 1876 and is situated on 0.36 acres. It is eligible for listing on the National Register of Historic Places under Criteria A and C as one of the few canal-era manufacturing/warehousing buildings remaining, and as one of the oldest surviving buildings of any type, in Downtown.
- **Reid Hall at 610 Fayette Street East (Map ID #30):** Reid Hall, constructed in 1914, is situated on 1.427 acres, on the same parcel with another National Register-eligible property, Peck Hall, at 309 McBride Street. Reid Hall is eligible for the National Register under Criterion A for its association with local medicine and education and under Criterion C as an intact example of early twentieth century Neoclassical-style architecture.
- **Peck Hall at 309 McBride Street (Map ID #36):** Peck Hall, constructed in 1896, situated on 1.427 acres. It was designed by Albert Brockway and is eligible for listing on the National Register under Criterion A for its association with local medicine and education and under Criterion C as a fine example of late nineteenth century Renaissance Revival-style architecture.
- **The Syracuse Herald Building at 212 Herald Place (Map ID #45):** The Syracuse Herald Building located at 220 Herald Place was constructed in 1928 and is situated on 0.41 acres. A Classical Revival-style building, it is eligible for listing on the National Register under Criteria A and C for its association with the newspaper *The Herald* and as an example of industrial design.
- **471-81 Oswego Boulevard aka 1 Webster's Landing or VIP Structures (Map ID #52):** The Marshall & Sons Warehouse located at 471-81 Oswego Boulevard was constructed in 1893 and is situated on 0.53 acres. Currently an office building, the Marshall & Sons Warehouse was designed by Archimedes Russell in the Romanesque Revival style. It is eligible for listing on the National Register under Criteria A and C as one of few canal-era manufacturing/warehousing buildings remaining in Downtown Syracuse and a fine example of Russell's commercial architecture.
- **Wag Foods at 909 North State Street (Map ID #72):** The former Wag Foods warehouse located at 909 North State Street (to Oswego Boulevard) was constructed circa 1918 and is situated on 0.04 acres. It is eligible for listing on the National Register under Criteria A and C as a relatively intact example of an early twentieth century grocery warehouse associated with a major Syracuse-based grocery distributor.
- **The Howard & Jennings Pump Factory at 123-129 Willow Street East (Map ID #88):** The Howard & Jennings Pump Factory/Colella Galleries Building located at 123-29 Willow Street East was constructed in 1879 and is situated on 0.23 acres. This detached row building, designed by Charles E. Colton in the Gothic Revival style, is eligible for listing on the National Register under Criterion C as one of the few Victorian Gothic commercial building facades remaining in Syracuse.
- **The Heritage at Loretto at 312 Fillmore Ave (Map ID#29):** The Loretto Rest Roman Catholic Home for the Aged at 312 Fillmore Avenue (also using the address 750 East Brighton Avenue)

was built in 1926 and is situated on 1.71 acres. It is significant under National Register Criterion A for its association with the social trends of elder care across the country during this time and under Criterion C as an intact example of a Neoclassical style institutional building.

- **St. John the Evangelist Church (former) at 215 State Street North and Willow Street East (Map ID#64):** Saint John the Evangelist Church at 215 State Street North was built in 1854 and is situated on 0.41 acres. It is eligible for the National Register under Criteria A and C as a largely intact, prominent Gothic Revival-style church representative of Syracuse's mid-nineteenth century development.
- **Destiny Arms at 800 North Clinton Street (Map ID #94):** This early twentieth century brick industrial building at 800 North Clinton Street was built in about 1905 and is situated on 1.22 acres. The building meets National Register Criterion A for its association with Syracuse's early twentieth century industrial history and Criterion C as an example of early twentieth century industrial architecture.

Archaeological Resources

Section 4(f) applies to archeological sites that are listed or eligible for listing in the National Register of Historic Places, with the exception of sites that are important chiefly because of what can be learned by data recovery and have minimal value for preservation in place. This exception applies when data recovery is implemented and also when the FHWA and SHPO agree not to recover the resource.

An archaeological site's value for preservation in place is determined through Section 106 consultation among the FHWA, SHPO, ACHP, if participating, and other consulting parties, including Federally-recognized Native Nations. There is no requirement for Section 4(f) approval when the FHWA concludes the site does not warrant preservation in place and the officials with jurisdiction, the SHPO and ACHP, have been consulted and have not objected to this finding (23 CFR 774.13(b)).

The shovel testing portion of the Phase IB archaeological survey for the Project has been completed, and no National Register eligible sites have been identified to date. In accordance with the Programmatic Agreement for the Project (see **Appendix E-6**), a phased process for the identification and evaluation of archaeological resources and assessment of effects will be completed as the Project progresses through construction. As archaeological investigations continue, any National Register eligible archaeological site identified through this process, including those discovered during construction, would be evaluated to determine the applicability of Section 4(f) requirements.

Under both the Viaduct and Community Grid Alternatives, the likelihood of identifying potential National Register eligible archaeological resources during future investigations would be indicated by areas assessed as moderate to high sensitivity where the vertical APEs include previously undisturbed soils to be investigated through archaeological monitoring during construction, as documented in the *Phase IA Archaeological Sensitivity Assessment* and the *Phase IB Archaeological Survey Work Plan*. Refer to **Appendix E-3** and **E-5**.

7.2.2 PUBLIC PARKS AND RECREATION AREAS

A full list of the public parks and recreation areas located in the Project Area is presented in **Appendix N**. Use of these resources is indicated in **Appendix N**, and the need for the use is described more fully in **Section 7.5**. As described, both the Viaduct and Community Grid Alternatives would have a use of the following park:

- **Wilson Park (Map ID #21):** Wilson Park is 2.1-acre neighborhood park located on the block bound by South McBride Street, East Taylor Street, Almond Street, and Jackson Street. The park comprises a swimming pool, basketball courts, a playground, a splash pad, and green space for other recreational activities. The site also houses the Wilson Community Center, which hosts recreational, educational, and support programs for children. Wilson Park is a heavily used public park. The land is owned by the Syracuse Housing Authority, and the park is maintained and operated by the City of Syracuse Department of Parks, Recreation, and Youth Programs. It is open to the general public between dawn and dusk.

7.3 USE OF SECTION 4(f) PROPERTIES

7.3.1 DEFINITION OF SECTION 4(f) USE

The Section 4(f) regulations define three types of “use” of Section 4(f) properties (23 CFR Part 774.17):

- (1) When land is permanently incorporated into a transportation facility. The permanent incorporation of land into a transportation facility occurs when land (either in whole or in part) from a Section 4(f) property is purchased outright for a transportation facility, or when a project acquires the property interest—either a full or partial acquisition—that allows permanent access onto a property such as a permanent easement for maintenance.
- (2) When there is a temporary occupancy of land that is adverse to the preservation purpose of Section 4(f) as determined by the criteria in 23 CFR 774.13(d). Temporary occupancy results when Section 4(f) property, in whole or in part, is required for project construction-related activities. The property is not permanently incorporated into a transportation facility, but the activity is considered to be adverse in terms of the preservation purpose of Section 4(f). Under the provisions of 23 CFR 774.13(d), a temporary occupancy does not constitute a Section 4(f) use if the following conditions are met: (1) the duration is less than the time needed for the project’s construction and there is no change in ownership of land; (2) the scope of work is minor, in that both the nature and magnitude of changes to the 4(f) property are minimal; (3) no permanent, adverse physical impacts are anticipated, and there will be no temporary or permanent interference with the protected activities, features, or attributes of the property; (4) the land is fully restored, and returned to a condition at least as good as that which existed prior to the project; and (5) the agreement of the official(s) with jurisdiction over the Section 4(f) property regarding the above conditions is documented. If one or more of these conditions is not met, there is a use of the Section 4(f) property, even though the duration of construction related activities is temporary.
- (3) A constructive use of a Section 4(f) property occurs “when the transportation project does not incorporate land from a Section 4(f) resource, but the proximity impacts are so severe that the

protected activities, features, or attributes that qualify a resource for protection under Section 4(f) are substantially impaired” (23 CFR Part 774.15(a)). A constructive use involves no physical use of the Section 4(f) property via permanent incorporation of land or a temporary occupancy of land into a transportation facility.

7.3.2 DESCRIPTION OF PROJECT USES OF SECTION 4(f) PROPERTIES

A description of the use of the Section 4(f) properties that would result from the Viaduct and Community Grid Alternatives is provided below.

VIADUCT ALTERNATIVE

Under the Viaduct Alternative, 10 Section 4(f) historic sites, or portions thereof, would be permanently incorporated into the transportation facility via the acquisition of Section 4(f) lands. These 4(f) historic sites include nine individual properties determined eligible for or listed on the National Register of Historic Places and one National Register-listed Historic District. The use of the North Salina Street Historic District would occur under the Viaduct Alternative due to the proposed Section 4(f) use of two of its contributing resources, the Britton Block and Learbury Centre, as described below. After a consideration of potential avoidance and minimization measures, adverse effects were identified through Section 106 consultation due to the proposed demolition of nine individual historic buildings and two buildings identified as contributing resources to the North Salina Street Historic District. Therefore, based on findings made in the Section 106 process and SHPO’s concurrence with these findings (see **Appendix E-7**), the proposed Section 4(f) use of the following properties does not qualify as a *de minimis* use in accordance with 23 CFR 774.17.

Photographs of the properties are presented in **Figure 7-2**. **Appendix N** identifies Section 4(f) use and Section 106 effects for historic properties within the APE.

- **North Salina Street Historic District.** The use of the historic district was determined based on the proposed use of two contributing resources as follows:
 - **The Britton Block at 317-327 North Salina Street (Map ID #90; Photo #1)** would be permanently incorporated into the transportation facility to accommodate the Pearl Street on-ramp improvements (conversion to a two-lane ramp with an increased acceleration lane length) and provision of the westbound I-690 to northbound I-81 and the eastbound I-690 to northbound I-81 connection ramps (see **Figure 7-3**).
 - **The Learbury Centre at 329 North Salina Street (Map ID #91; Photo #2)** would be permanently incorporated into the transportation facility to accommodate the Pearl Street on-ramp improvements (conversion to a two-lane ramp with an increased acceleration lane length) and provision of the westbound I-690 to northbound I-81 and the eastbound I-690 to northbound I-81 connection ramps (see **Figure 7-3**).
- **The New York Central Railroad Passenger & Freight Station at 400 Burnet Avenue and 815 Erie Boulevard East (Map ID #11; Photo #3).** Part of this historic property would be permanently incorporated into the transportation facility to accommodate the number of lanes and shoulder width for the westbound I-690 exit ramp to Catherine Street, which would replace



317-327 North Salina Street (Britton Block), Map ID 90, a contributing resource to the North Salina Street Historic District (HD-2).

1



329 North Salina Street (The Learbury Centre), Map ID 91, a contributing resource to the North Salina Street Historic District (HD-2).

2



The New York Central Railroad Passenger & Freight Station, Map ID 11 which includes the passenger station at 815 Erie Boulevard East (left) and the freight station at 400 Burnet Avenue (right).

3



117 Butternut Street, Map ID 15 (The Veteran's Fastener Supply Corp. building)

4



500 Erie Boulevard, Map ID 24 (Smith Restaurant Supply)

5



309 McBride Street, Map ID 36 (Peck Hall)

6a



610 Fayette Street, Map ID 30 (Reid Hall) 6b



212 Herald Place, Map ID 45 (The Syracuse Herald Building) 7



471-81 Oswego Boulevard, Map ID 52 (aka 1 Webster's Landing or VIP Structures)

8

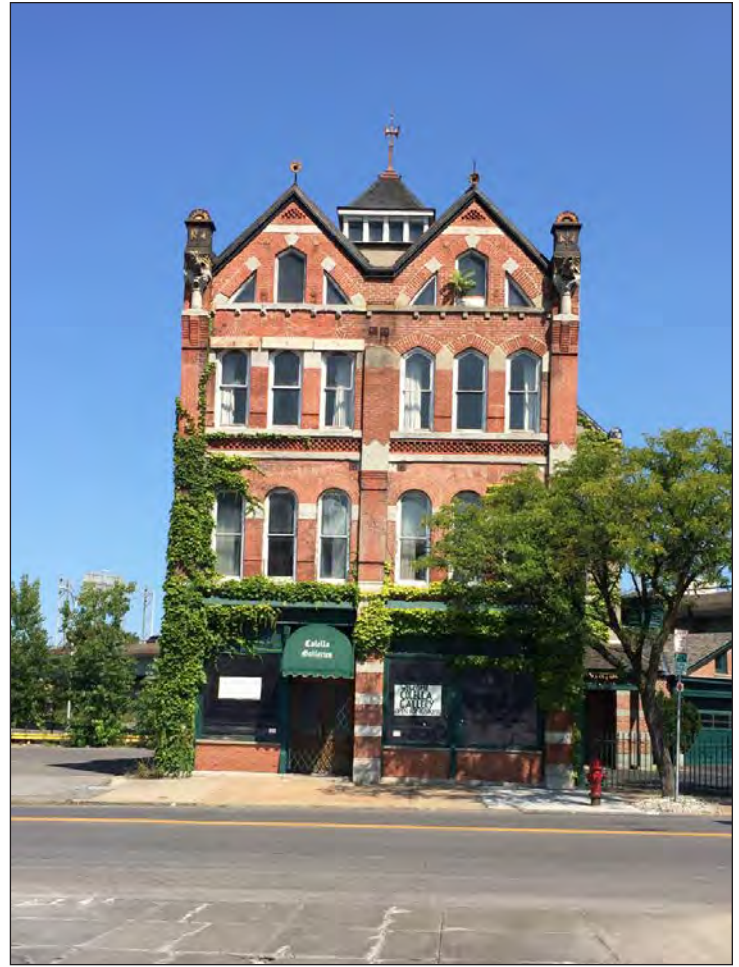


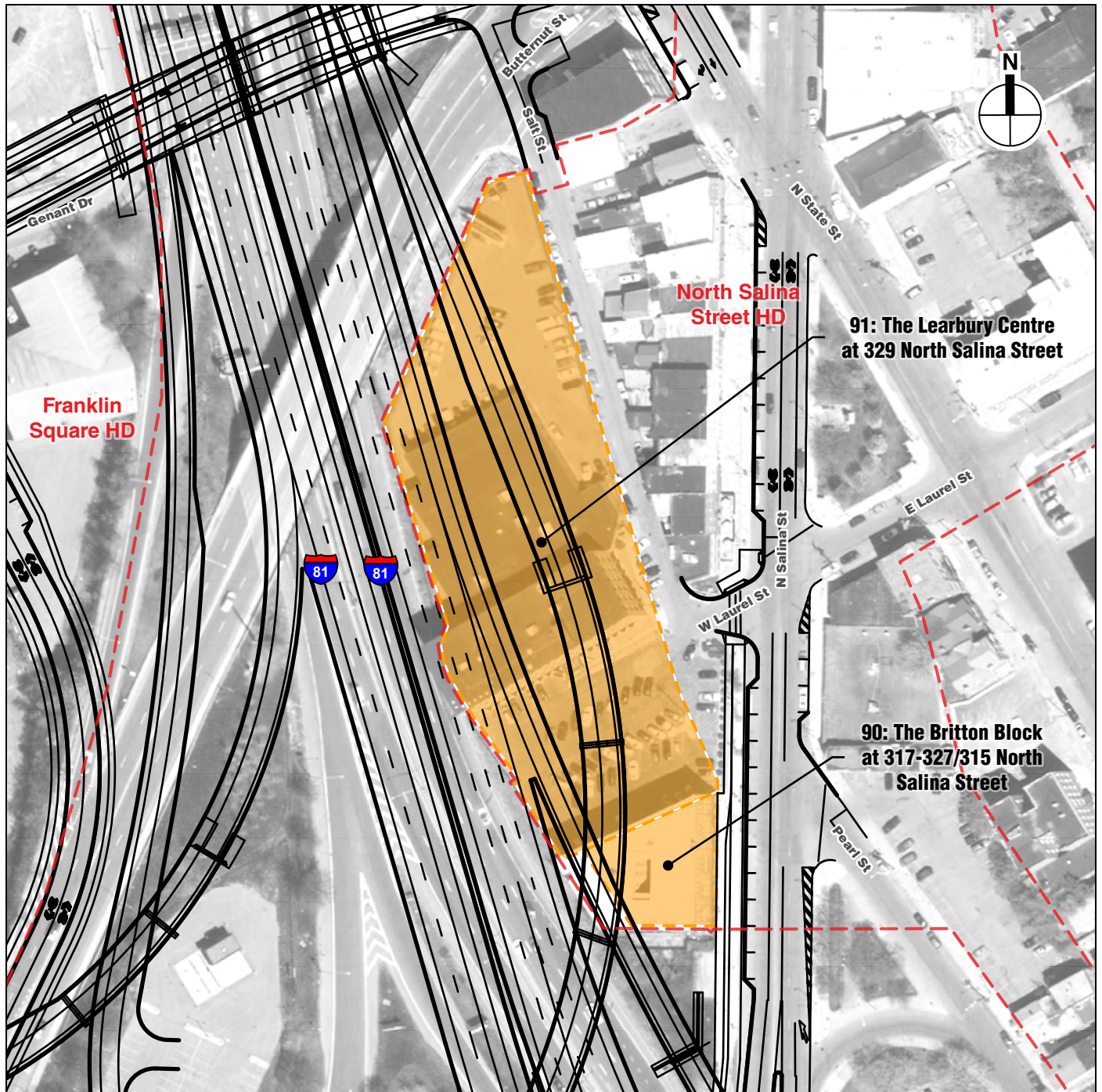
909 North State Street, Map ID 72 (Wag Foods)

9

123-129 Willow Street East, Map ID 88
(the Howard & Jennings Pump Factory)

10





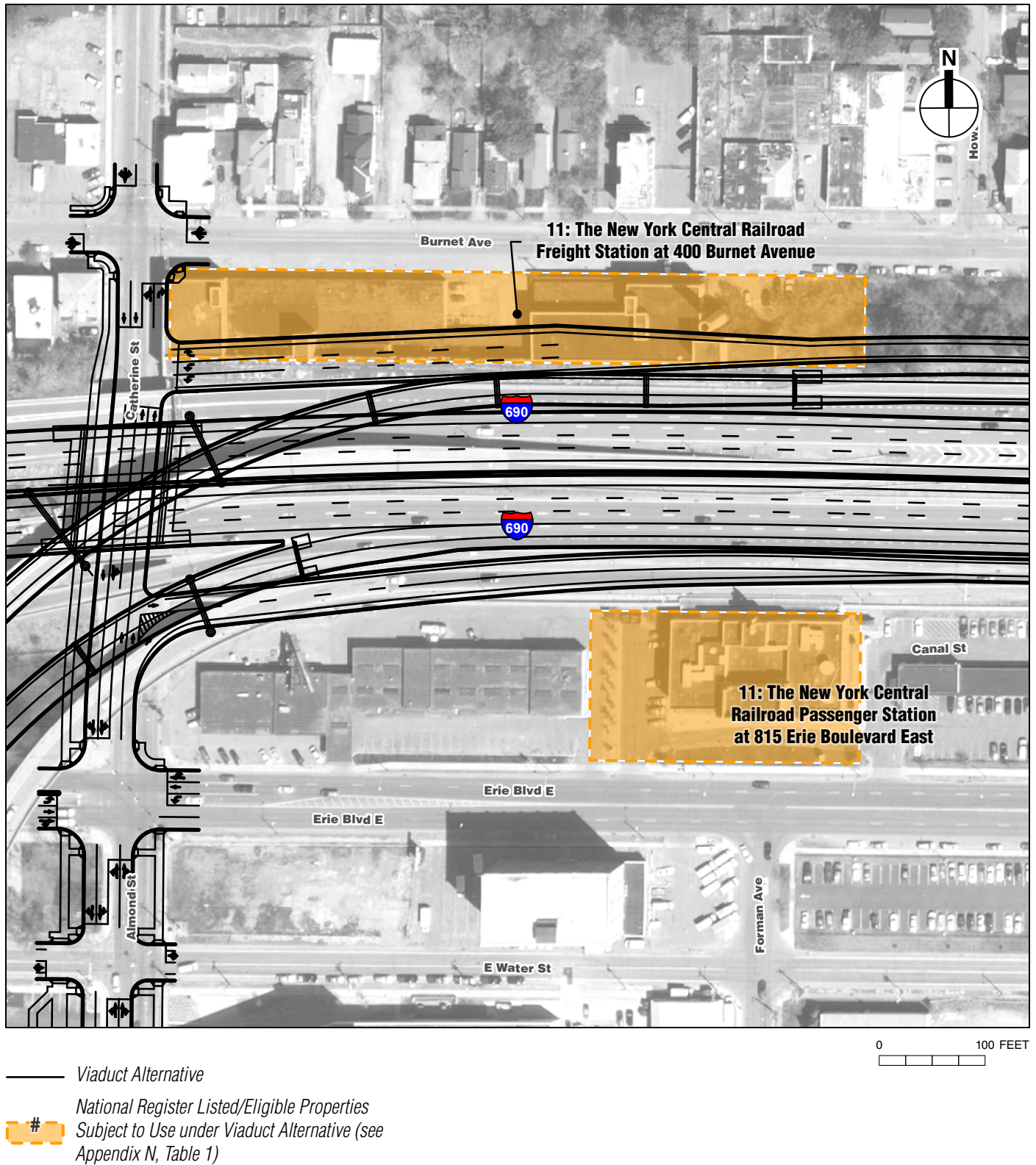
- Viaduct Alternative
- # National Register Listed/Eligible Properties
Subject to Use under Viaduct Alternative (see
Appendix N, Table 1)
- - - National Register Listed/Eligible Historic District
Boundaries

Viaduct Alternative - Use of Section 4(f) Historic Sites:
The Britton Block at 317-327/315 North Salina Street
(Map ID 90) and The Learbury Centre at 329 North
Salina Street (Map ID 91)

the existing Townsend Street ramp, and the reconstruction of the westbound I-690 to southbound I-81 ramp to provide standard shoulder width. The freight station at 400 Burnet Avenue would be demolished and there would be physical impacts to an existing freight tunnel that runs beneath the roadway adjoining the freight station and the passenger station at 815 Erie Boulevard East. The passenger station would not be physically altered (see **Figure 7-4**).

- **The Veteran's Fastener Supply Corporation building at 117 Butternut Street (Map ID #15; Photo #4)** would be permanently incorporated into the transportation facility to accommodate the Pearl Street on-ramp improvements; the westbound I-690 to southbound I-81 and the eastbound I-690 to northbound I-81 connections; and the realignment of the Butternut Street overpass (see **Figure 7-5**).
- **Smith Restaurant Supply at 500 Erie Boulevard (Map ID #24; Photo #5)** would be permanently incorporated into the transportation facility to accommodate the alignment of the southbound I-81 viaduct (see **Figure 7-6**).
- **Peck Hall at 309 McBride Street (Map ID #36; Photo #6a)** would be permanently incorporated into the transportation facility to accommodate the widening of the southbound I-81 exit to Harrison Street; the westbound I-690 to southbound I-81 ramp; and the northbound I-81 and eastbound I-690 viaduct (see **Figure 7-7**).
- **Reid Hall at 610 Fayette Street East (Map ID #30; Photo #6b)** would be permanently incorporated into the transportation facility to accommodate the widening of the southbound I-81 exit to Harrison Street; the westbound I-690 to southbound I-81 ramp; and the northbound I-81 and eastbound I-690 viaduct (see **Figure 7-8**).
- **The Syracuse Herald Building at 212 Herald Place (Map ID #45; Photo #7)** would be permanently incorporated into the transportation facility to accommodate the eastbound I-690 to southbound I-81 ramp and the eastbound I-690 to northbound I-81 ramp (see **Figure 7-9**).
- **471-81 Oswego Boulevard aka 1 Webster's Landing or VIP Structures (Map ID #52; Photo #8)** would be permanently incorporated into the transportation facility to accommodate the southbound I-81 viaduct and westbound I-690 exit to West Street (see **Figure 7-10**).
- **Wag Foods at 909 North State Street (Map ID #72; Photo #9)** would be permanently incorporated into the transportation facility to accommodate the alignment of the new connecting ramp from eastbound I-690 to northbound I-81 (see **Figure 7-11**).
- **The Howard & Jennings Pump Factory at 123-129 Willow Street East (Map ID #88; Photo #10)** would be permanently incorporated into the transportation facility to accommodate the southbound I-81 viaduct, eastbound I-690 to southbound I-81 ramp, and southbound I-81 to eastbound I-690 ramp (see **Figure 7-12**).

The Viaduct Alternative would also result in the *de minimis* use of four historic properties to accommodate roadway improvements. These 4(f) historic sites include four properties determined individually eligible or listed in the National Register of Historic Places. Three of these individually eligible or listed historic properties are also contributing resources to the Franklin Square Historic

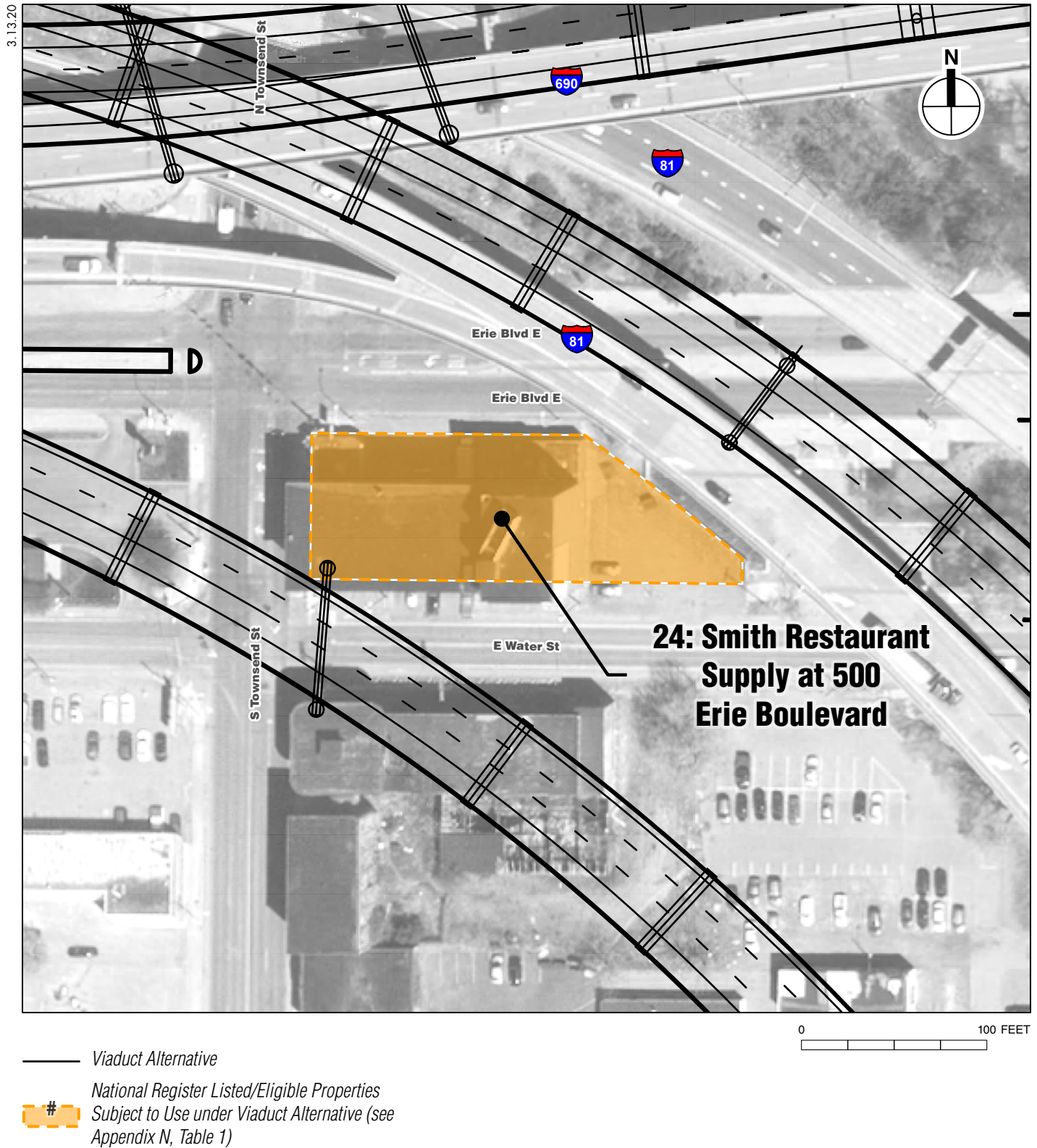


Viaduct Alternative - Use of Section 4(f) Historic Sites:
The New York Central Railroad Passenger & Freight
Station at 400 Burnet Avenue and 815 Erie Boulevard
East (Map ID 11)

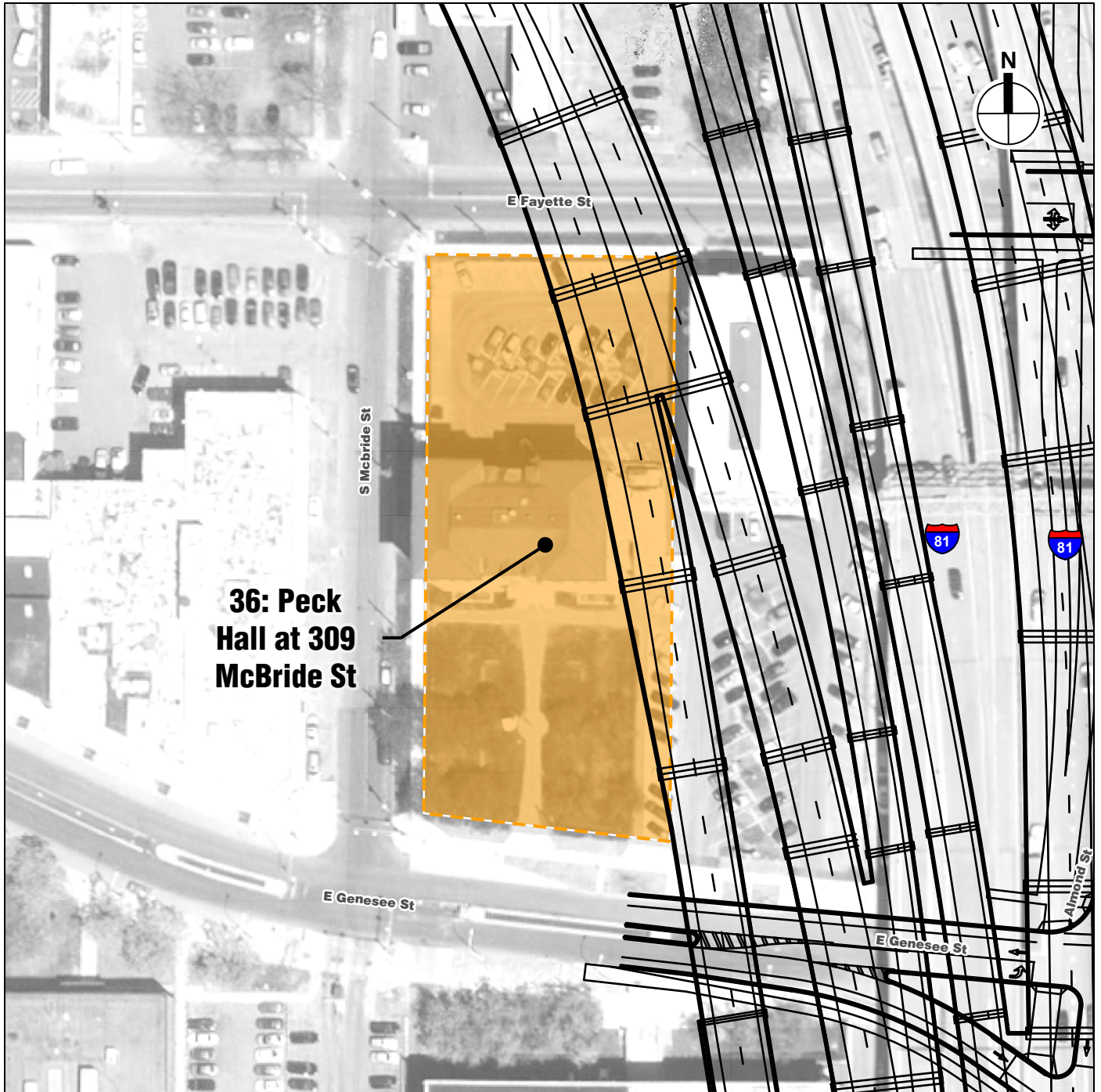


- Viaduct Alternative
- # National Register Listed/Eligible Properties
Subject to Use under Viaduct Alternative (see
Appendix N, Table 1)
- - - National Register Listed/Eligible Historic District
Boundaries

Viaduct Alternative - Use of Section 4(f) Historic Sites:
The Veteran's Fastener Supply Corp. at 117 Butternut
Street (Map ID 15)

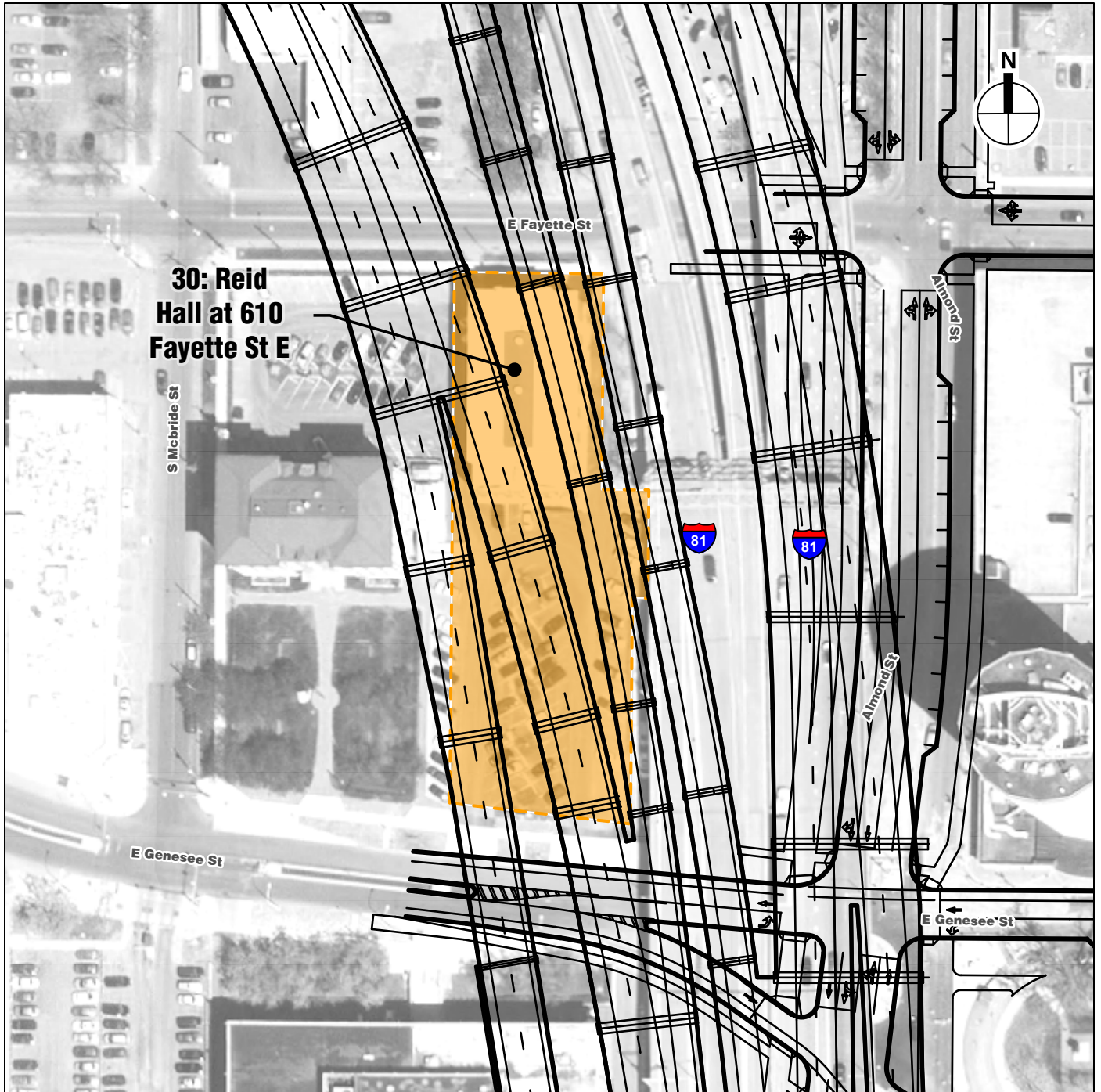


Viaduct Alternative - Use of Section 4(f) Historic Sites: Smith Restaurant Supply at 500 Erie Boulevard (Map ID 24)



- Viaduct Alternative
- # National Register Listed/Eligible Properties
Subject to Use under Viaduct Alternative (see Appendix N, Table 1)

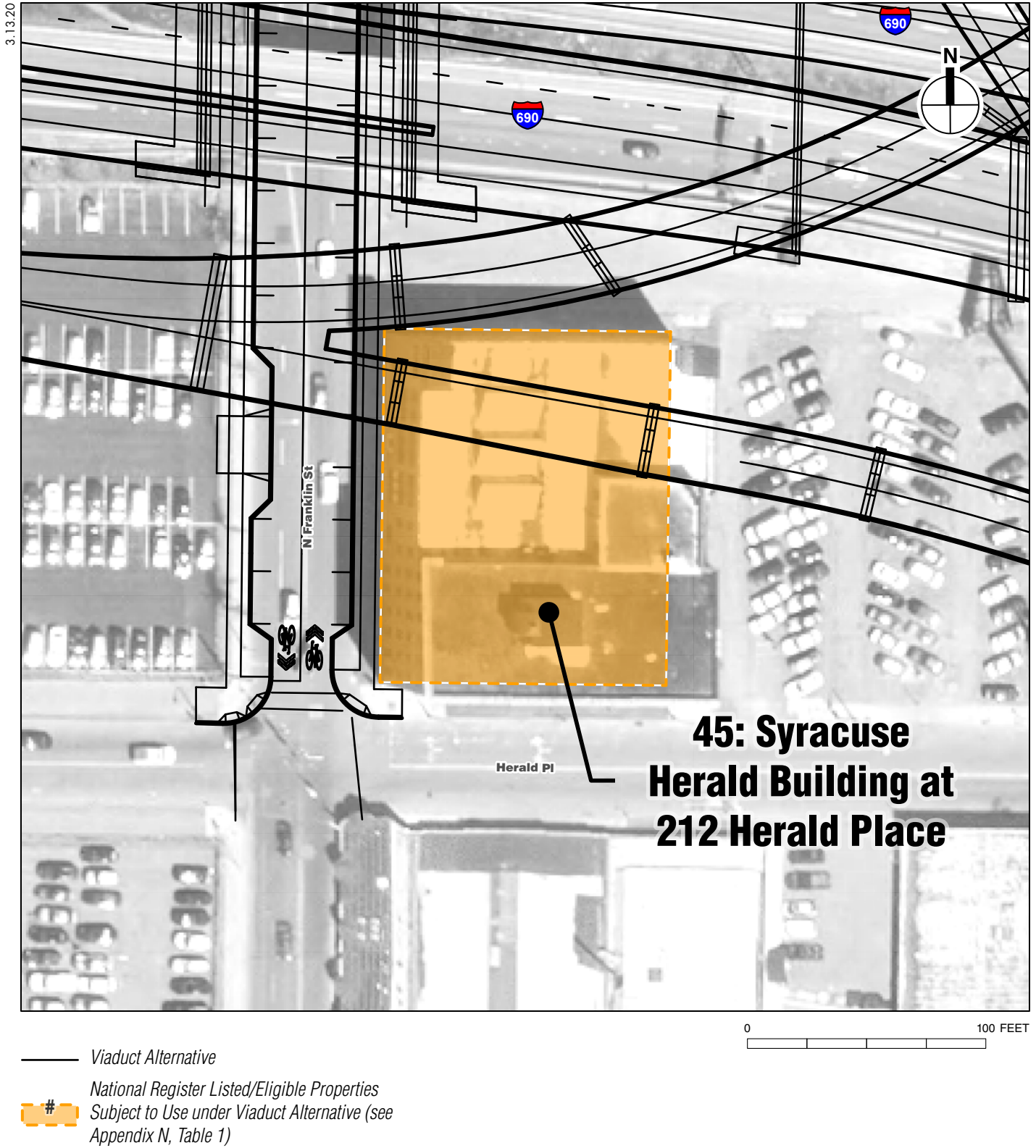
Viaduct Alternative - Use of Section 4(f) Historic Sites:
Peck Hall at 309 McBride St (Map ID 36)



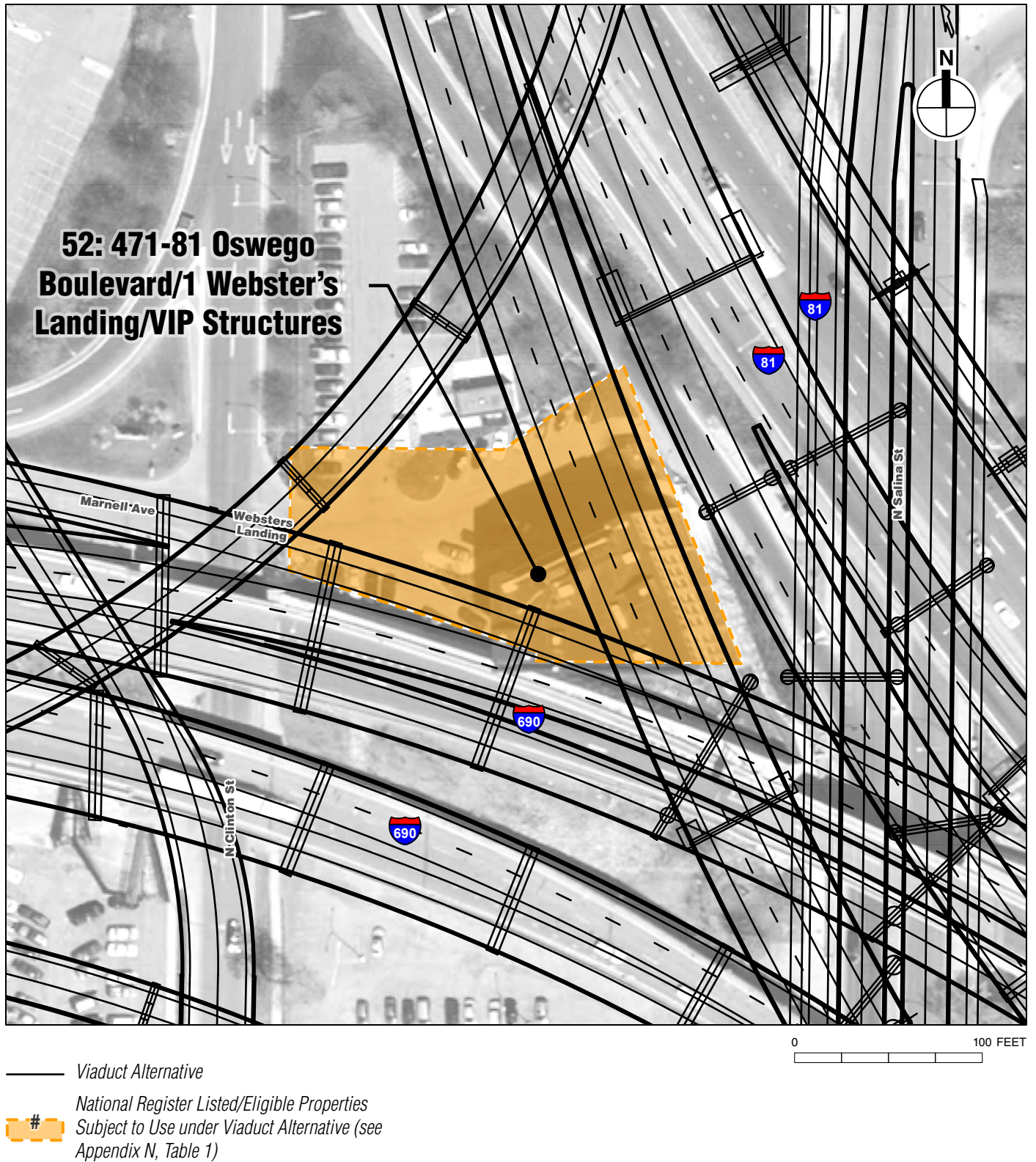
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- Viaduct Alternative
- # National Register Listed/Eligible Properties
Subject to Use under Viaduct Alternative (see Appendix N, Table 1)

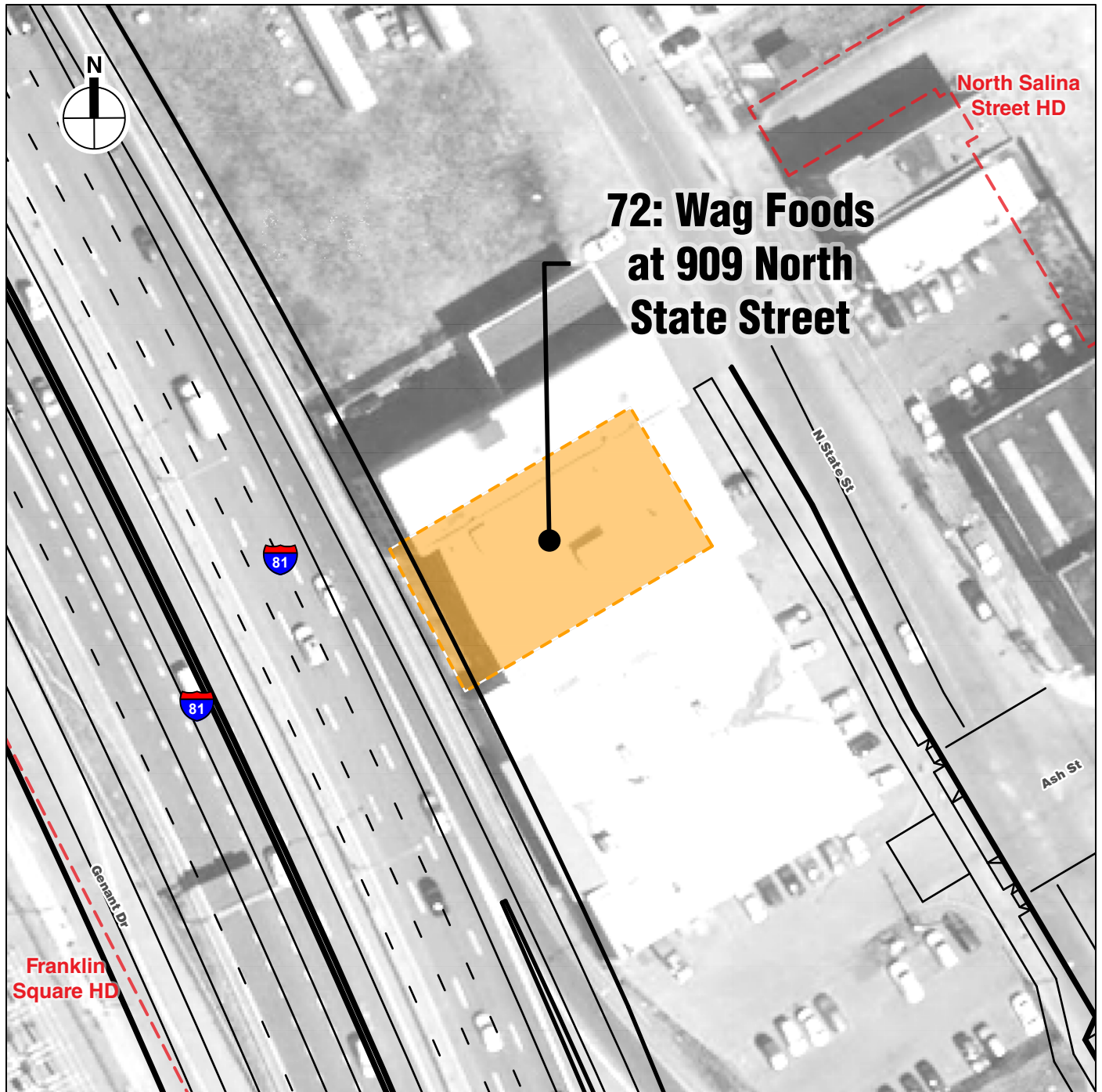
Viaduct Alternative - Use of Section 4(f) Historic Sites:
Reid Hall at 610 Fayette St E (Map ID 30)



Viaduct Alternative - Use of Section 4(f) Historic Sites:
Syracuse Herald Building at 212 Herald Place (Map ID 45)

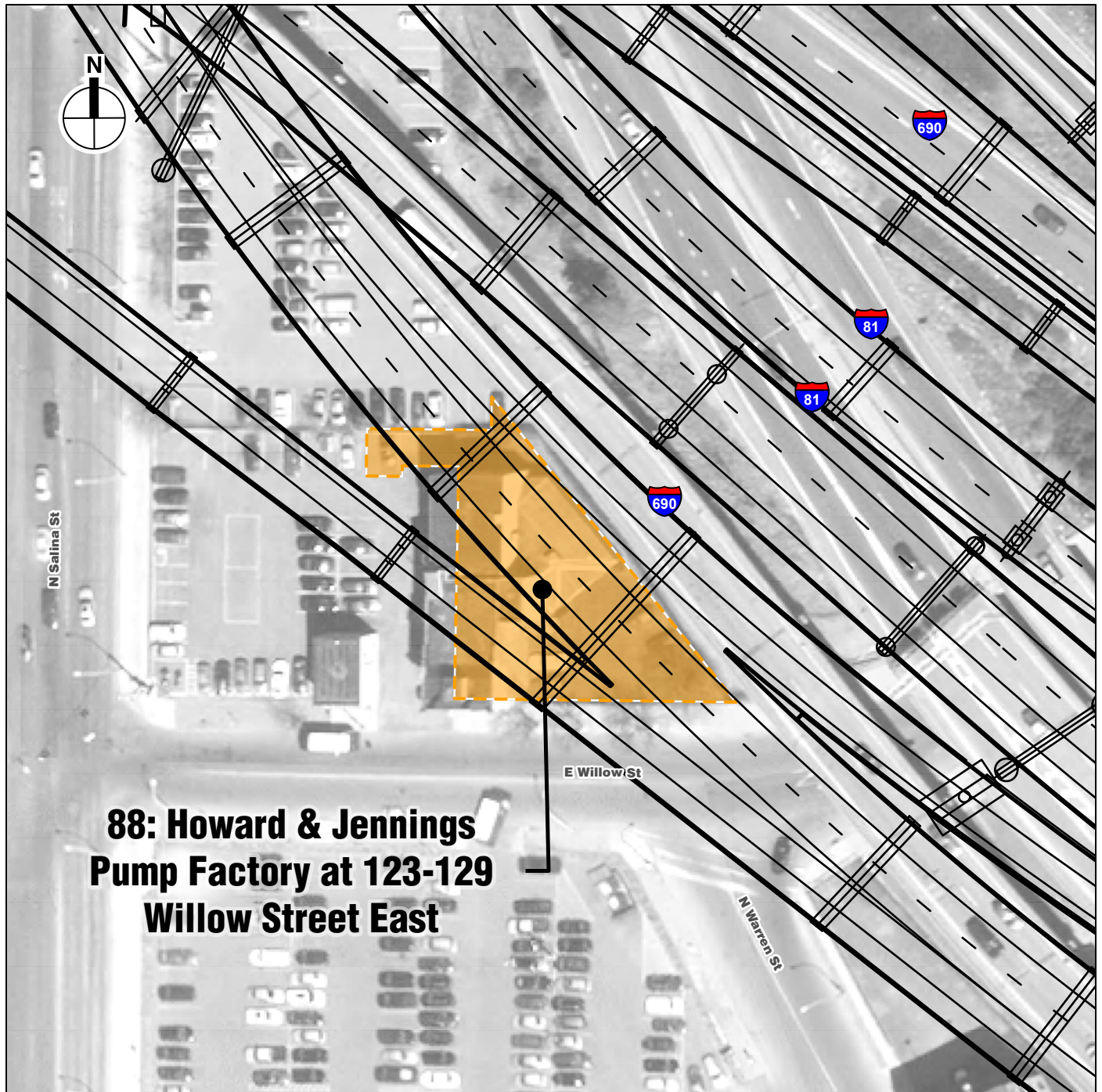


Viaduct Alternative - Use of Section 4(f) Historic Sites:
471-81 Oswego Boulevard/1 Webster's Landing/VIP
Structures (Map ID 52)




- Viaduct Alternative
- # National Register Listed/Eligible Properties
Subject to Use under Viaduct Alternative (see Appendix N, Table 1)
- National Register Listed/Eligible Historic District Boundaries

Viaduct Alternative - Use of Section 4(f) Historic Sites: Wag Foods at 909 North State Street (Map ID 72)



— Viaduct Alternative

 # National Register Listed/Eligible Properties
Subject to Use under Viaduct Alternative (see
Appendix N, Table 1)

0 100 FEET

Viaduct Alternative - Use of Section 4(f) Historic Sites:
Howard & Jennings Pump Factory at 123-129 Willow
Street East (Map ID 88)

District. After avoidance, minimization, mitigation and enhancement measures, the use of these Section 4(f) properties would be minor, consisting of strip takings of lawns, landscaped areas, or parking areas, and would not remove contributing features that qualify the property for the National Register or alter the property in a manner that would diminish the integrity of its setting. Based on Section 106 findings, with concurrence of the SHPO, the Project would have no adverse effects on the following properties. The *de minimis* use of each of these properties is described below and summarized in **Appendix N**. **Appendix E-7** includes correspondence documenting SHPO's concurrence with the Section 106 effects findings for the I-81 Viaduct Project.

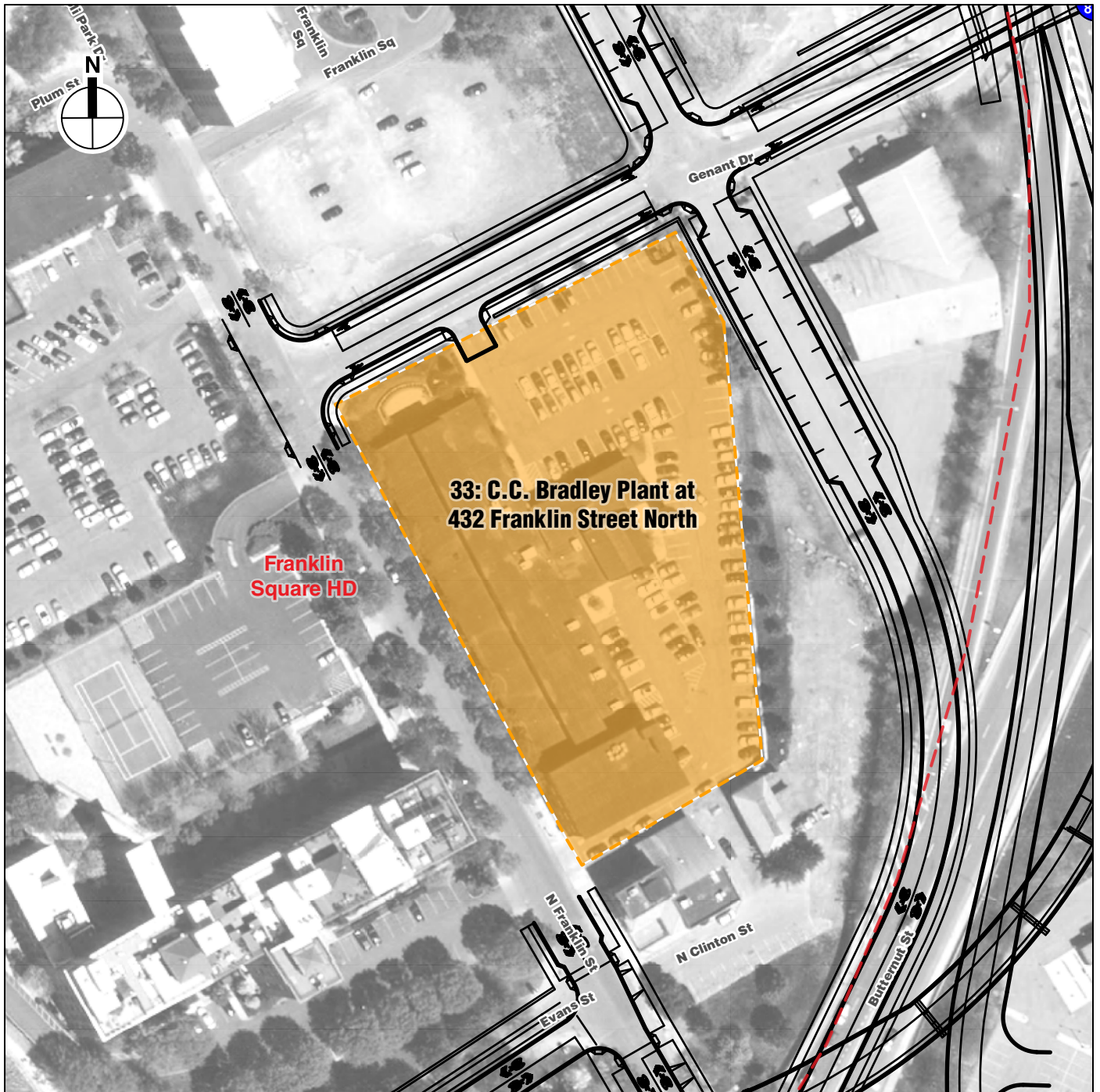
- **Remington Monarch Typewriter Company Building at 429 Franklin Street North (Map ID #31), both individually listed and contributing to the Franklin Square Historic District**, where 0.05 of 3.04 acres (or 1.6 percent) would be permanently incorporated into the transportation facility to accommodate the relocation of Evans Street and the new shared use path connection between the Creekwalk and Franklin Street (see **Figure 7-13**).
- **C.C. Bradley Plant at 432 Franklin Street North (Map ID #33), both individually listed and contributing to the Franklin Square Historic District**, where 0.005 of 1.92 acres (or 0.26 percent) of the parcel would be permanently incorporated into the transportation facility. The partial acquisition would consist of a strip taking along the northern edge of the parcel, which is currently greenspace and a parking lot. The partial acquisition would be required for the realignment of Butternut Street and a section of Genant Drive as well as the North Clinton Street extension (see **Figure 7-14**).
- **Syracuse Lighting Company Plant at 311 Genant Drive to Clinton Street (Map ID #34), both individually listed and contributing to the Franklin Square Historic District**, where 0.19 of 1.99 acres (or 9.55 percent) of the parcel would be permanently incorporated into the transportation facility to accommodate the reconstruction and widening of southbound I-81 and the relocation of Butternut Street (see **Figure 7-15**).
- **Destiny Arms at 800 North Clinton Street (Map ID #94)**, where 0.01 acres of 1.22 acres (or 0.82 percent) of the parcel would be permanently incorporated into the transportation facility to accommodate sidewalk reconstruction along Spencer Street (see **Figure 7-16**).

The Viaduct Alternative would require the use of a portion of Wilson Park (0.12 acres) to serve as a safety buffer between the accessible areas of the park and the construction site. This approximately 20-foot swath of the park, adjacent to the existing viaduct, would be inaccessible for two years of the alternative's seven-year construction period (see **Figure 7-17**). NYSDOT would coordinate this temporary closure through an agreement with the Syracuse Housing Authority and the City of Syracuse Department of Parks, Recreation, and Youth Programs. This buffer area would be fenced off from the remainder of the park. One of the two basketball courts at the park, as well as a section of the adjacent grassy area, would be inaccessible to park users for this period. Use of this Section 4(f) property would occur due to temporary occupancy, which would be considered adverse in terms of the statute's preservation purpose as determined by the criteria in 23 CFR 774.13(d). While the duration of the occupancy would be less than the Project's construction period and no change of ownership would occur, the scope of work would not be minor since it could not be performed



- Viaduct Alternative
- # National Register Listed/Eligible Properties
Subject to Use under Viaduct Alternative (see Appendix N, Table 1)
- - - National Register Listed/Eligible Historic District Boundaries

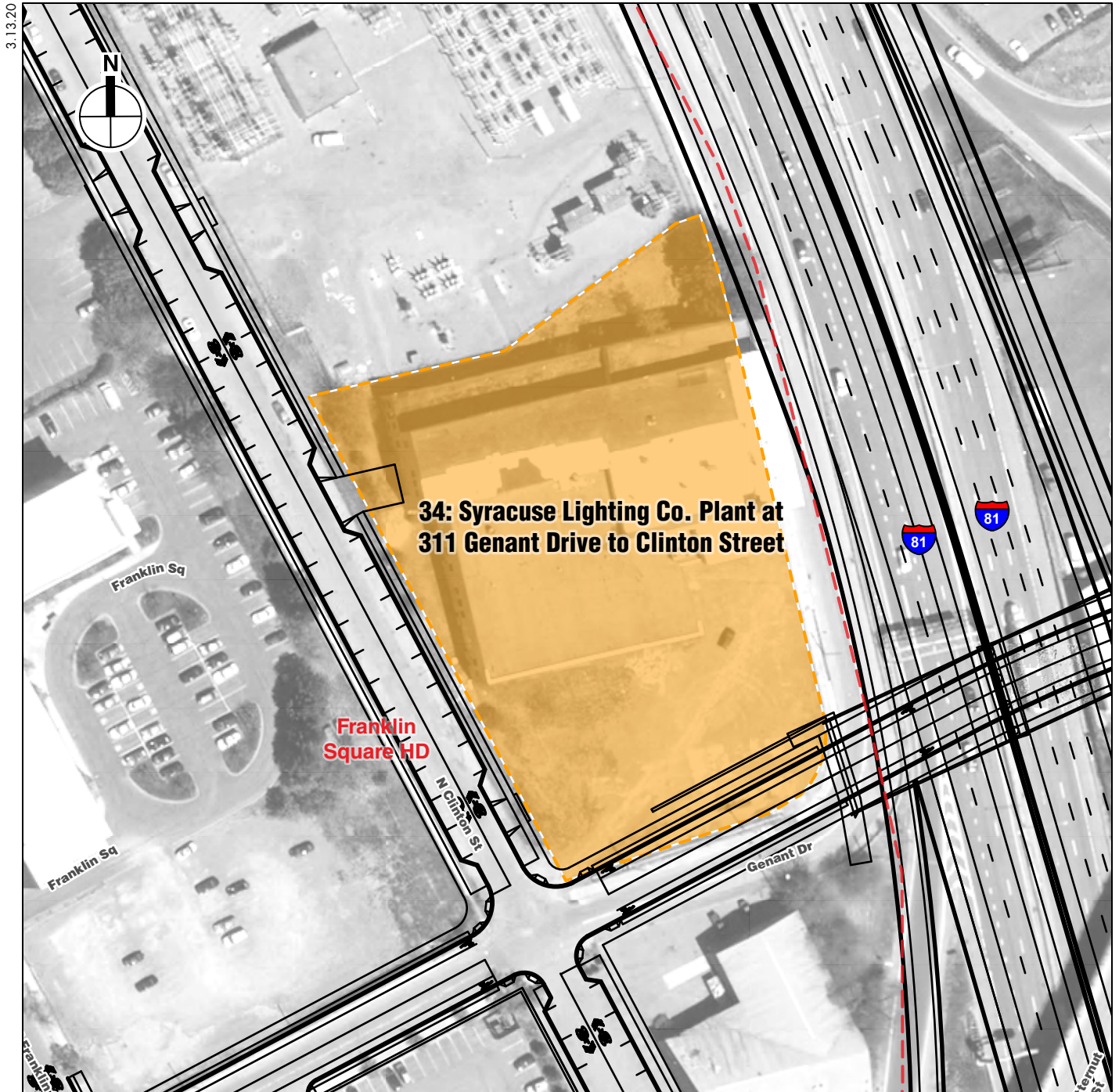
Viaduct Alternative - Use of Section 4(f) Historic Sites:
Remington Monarch Typewriter Company Building at 429
North Franklin Street (Map ID 31)



0 100 FEET

- Viaduct Alternative
- # National Register Listed/Eligible Properties
Subject to Use under Viaduct Alternative (see
Appendix N, Table 1)
- - - National Register Listed/Eligible Historic District
Boundaries

Viaduct Alternative - Use of Section 4(f) Historic Sites:
C.C. Bradley Plant at 432 Franklin Street North (Map ID
33)



- Viaduct Alternative
- # National Register Listed/Eligible Properties
Subject to Use under Viaduct Alternative (see Appendix N, Table 1)
- - - National Register Listed/Eligible Historic District Boundaries

Viaduct Alternative - Use of Section 4(f) Historic Sites:
Syracuse Lighting Co. Plant at 311 Genant Drive to
Clinton Street (Map ID 34)



- Viaduct Alternative
- # National Register Listed/Eligible Properties
Subject to Use under Viaduct Alternative (see Appendix N, Table 1)
- National Register Listed/Eligible Historic District
Boundaries

0 100 FEET

Viaduct Alternative - Use of Section 4(f) Historic Sites:
Destiny Arms at 800 North Clinton Street (Map ID 94)



0 100 FEET

- Viaduct Alternative
- Public Parks and Recreation Areas
- # Subject to Use under Viaduct Alternative
(see Appendix N, Table 2)

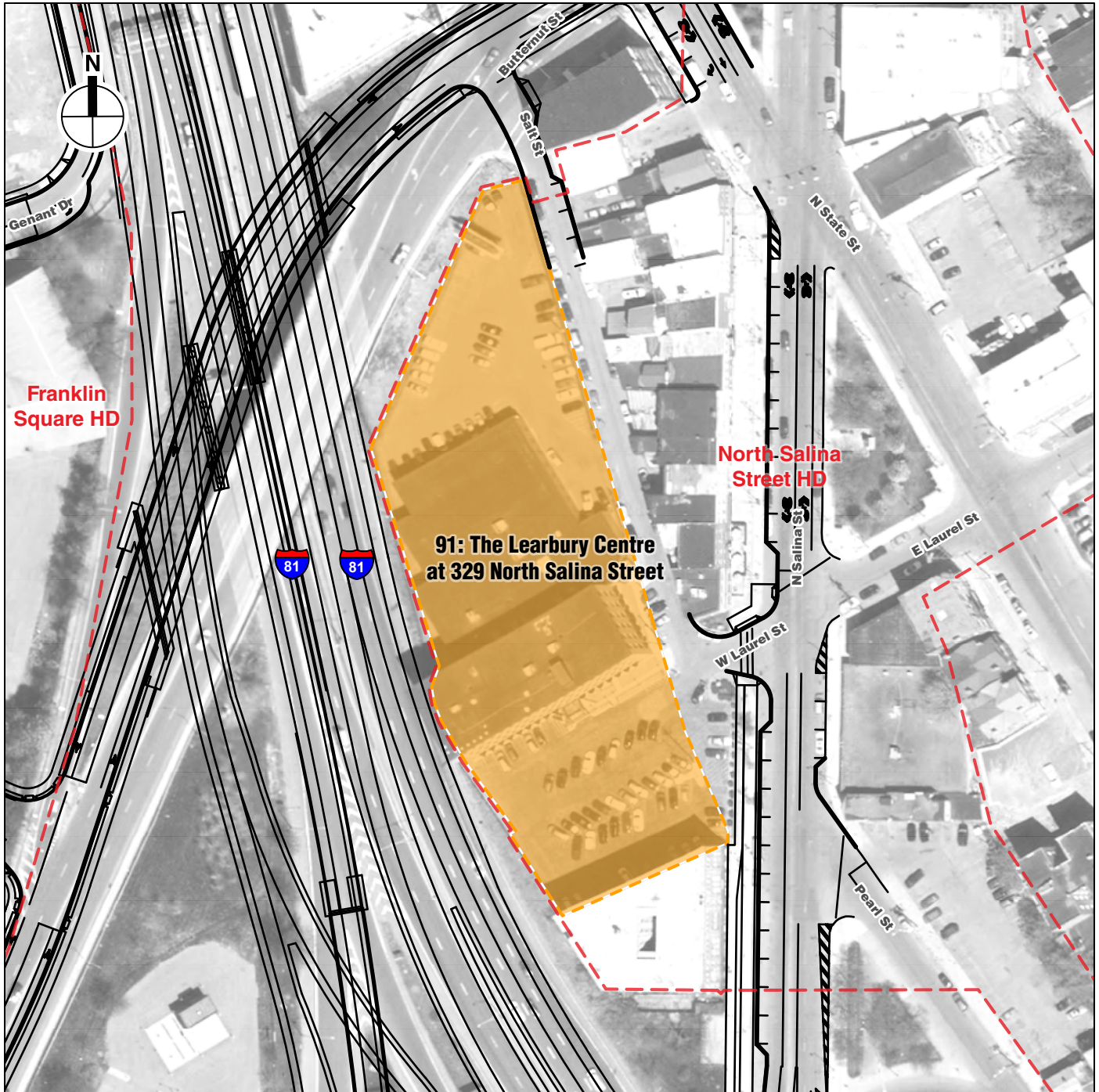
Viaduct Alternative - Use of Section 4(f)
Public Parks and Recreation Areas:
Wilson Park at 117 S McBride Street
(Map ID 21)

without interfering with park activities (basketball). To mitigate this temporary loss of parkland, NYSDOT would make improvements within the portion of the park that would remain open. Prior to construction, a basketball court would be constructed west of the bleachers in the location of the former tennis court, so that two basketball courts would be maintained for use during construction. A third hoop and backboard would be added to the new court as well as benches. Other improvements include adding new shade trees, a new water fountain in the basketball court area, a new splash pad, new pavement for access from Jackson Street and other fence, pedestrian gates, and parking improvements. Once construction is complete, the existing eastern basketball court would be reconstructed and the adjacent lawn area would be graded and reseeded. Thus, the park would be returned to include its current uses, in the same or improved condition, upon the completion of construction.

COMMUNITY GRID ALTERNATIVE

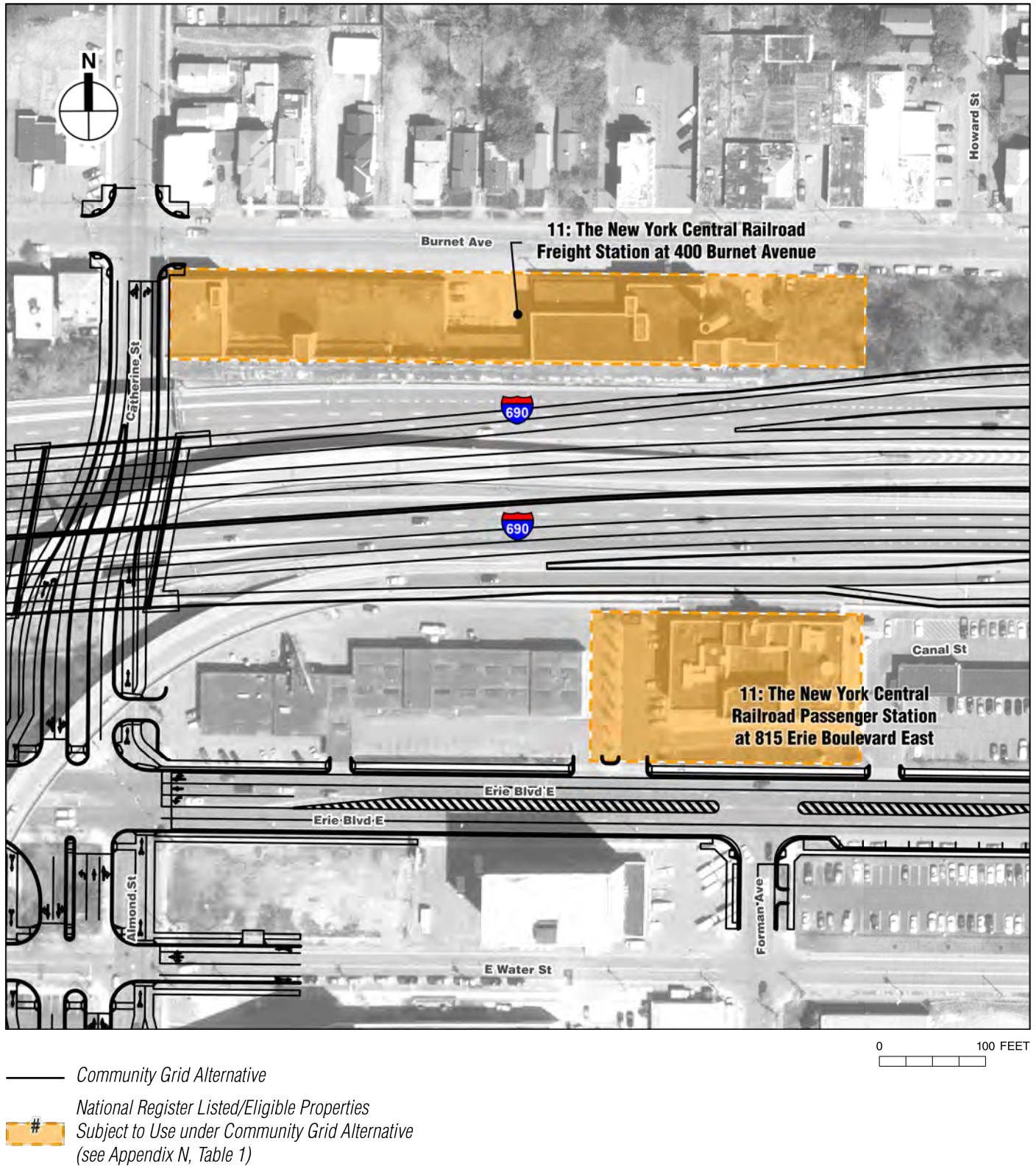
The Community Grid Alternative would result in the *de minimis* use of 12 historic properties to accommodate roadway improvements. These 4(f) historic sites include 12 properties determined eligible or listed on the National Register of Historic Places, including properties within two Historic Districts. After avoidance, minimization, mitigation and enhancement measures, the use of these Section 4(f) properties would be minor, consisting of strip takings of lawns, landscaped areas, or parking areas, which would not remove contributing features that qualify the property for the National Register, or alter the property in a manner that would diminish the integrity of its setting. Based on Section 106 findings, with concurrence of the SHPO, the Project would have no adverse effects on the following properties, the *de minimis* use of each of these properties is described below and in **Appendix N. Appendix E-7** includes correspondence documenting SHPO's concurrence with the Section 106 effects findings for the I-81 Viaduct Project.

- **Learbury Centre (329 North Salina Street), North Salina Street Historic District Expansion.** The Community Grid Alternative would result in the use of one contributing resource to the North Salina Street Historic District, the Learbury Centre, where 0.01 of 1.853 acres (or 0.54 percent) would be permanently incorporated into the transportation facility to accommodate the construction and associated grading for the ramp from westbound I-690 to northbound I-81 (see **Figure 7-18**).
- **The New York Central Railroad Passenger & Freight Station complex at 400 Burnet Avenue and 815 Erie Boulevard East,** where 0.013 of the total 3.7-acre acre property (or 0.35 percent) would be permanently incorporated into the transportation facility for the new ramp from Irving Avenue to westbound I-690 as well as sidewalk and ADA ramp construction. The partial acquisition would consist of a section of the passenger station parking lot east of the building (see **Figure 7-19**).
- **The Veteran's Fastener Supply Corp. building at 117 Butternut Street,** where 0.02 of 0.89 acres (or 2.25 percent) would be permanently incorporated into the transportation facility to accommodate the realignment of Butternut Street (see **Figure 7-20**).
- **Syracuse Herald Building at 212 Herald Place (Map ID #45),** where 0.20 of 0.94 acres (or 21.2 percent) would be permanently incorporated into the transportation facility to accommodate

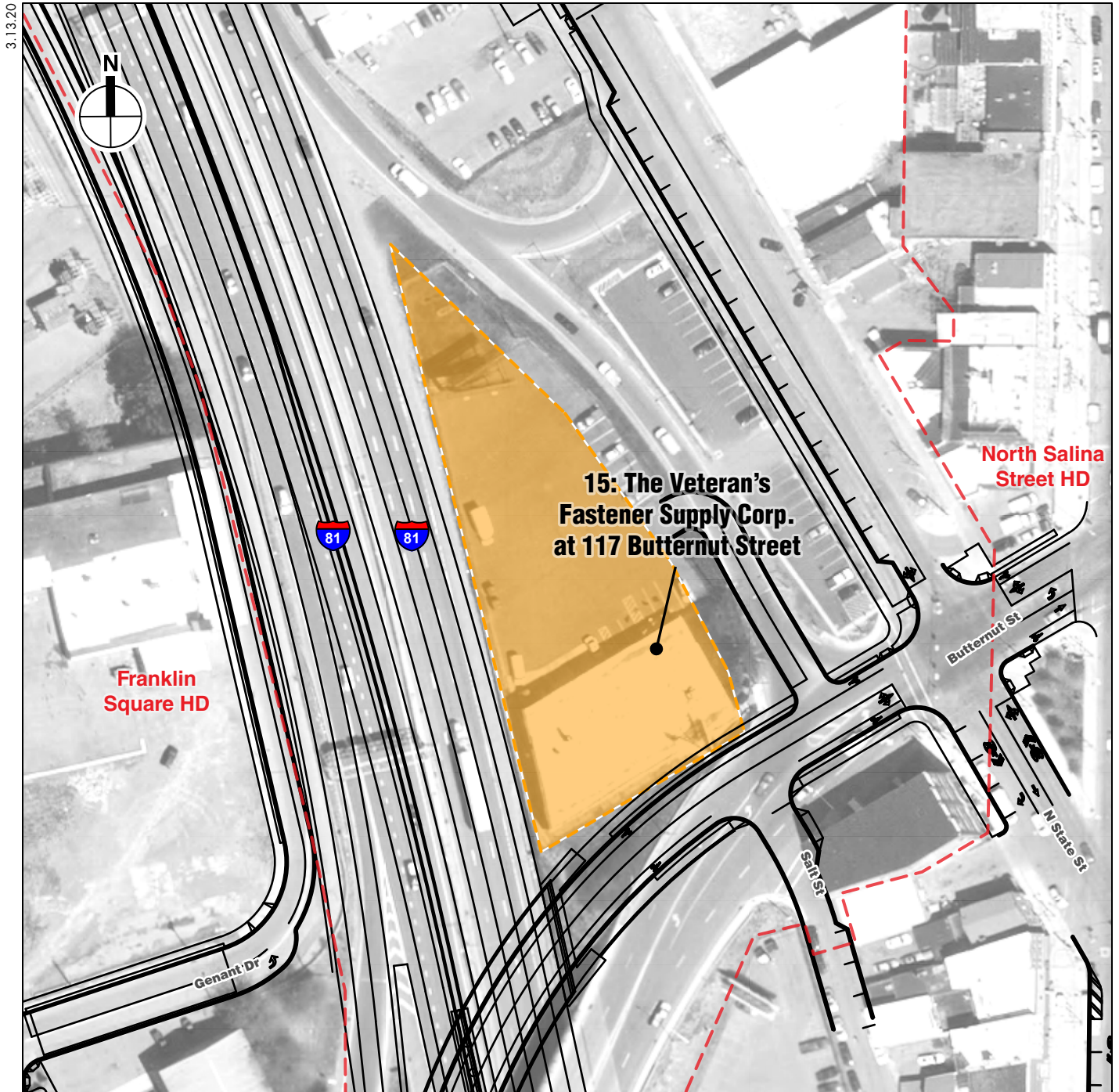


- Community Grid Alternative
- # National Register Listed/Eligible Properties
Subject to Use under Community Grid Alternative
(see Appendix N, Table 1)
- - - National Register Listed/Eligible Historic District
Boundaries

Community Grid Alternative - Use of Section 4(f) Historic Sites:
The Learbury Centre at 329 North Salina Street (Map ID 91)



Community Grid Alternative - Use of Section 4(f) Historic Sites:
The New York Central Railroad Passenger & Freight Station at
400 Burnet Avenue and 815 Erie Boulevard East (Map ID 11)



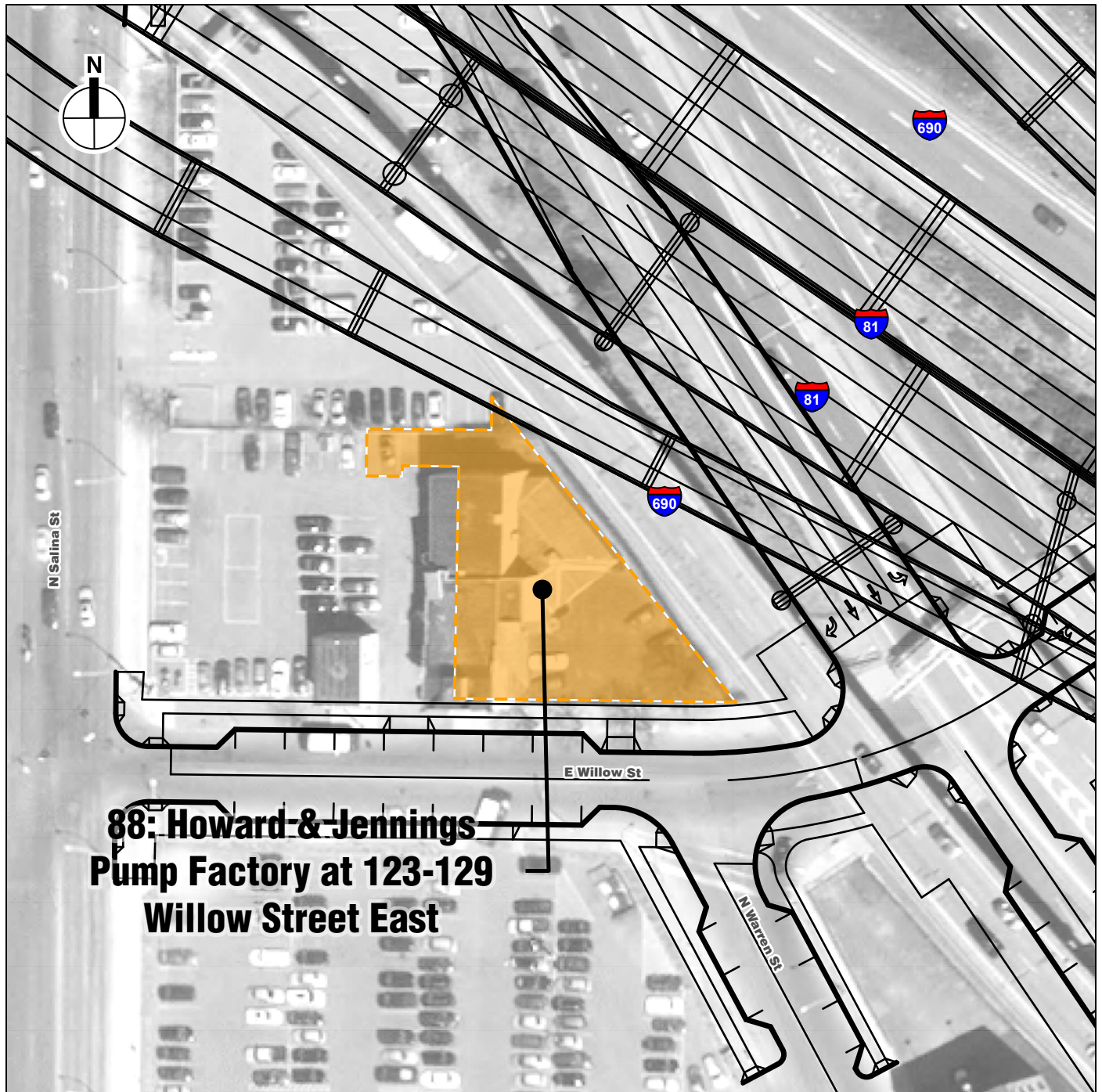
- Community Grid Alternative
- # National Register Listed/Eligible Properties
Subject to Use under Community Grid Alternative
(see Appendix N, Table 1)
- National Register Listed/Eligible Historic District
Boundaries

Community Grid Alternative - Use of Section 4(f) Historic Sites:
The Veteran's Fastener Supply Corp. at 117 Butternut Street
(Map ID 15)

the reconstruction and realignment of eastbound I-690 as well as the new entrance ramp from West Street to eastbound I-690 (see **Figure 7-23**).

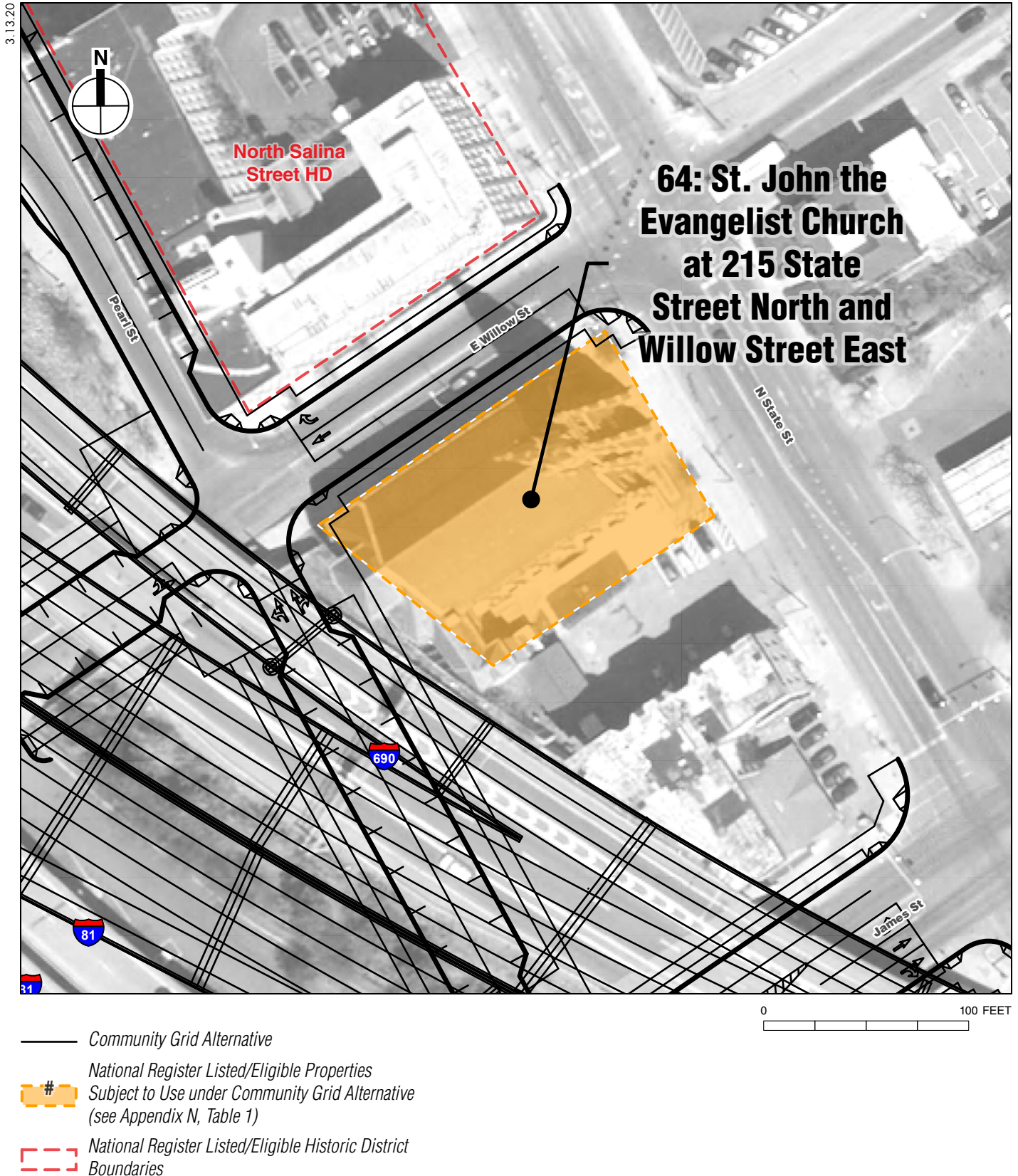
- **The Howard & Jennings Pump Factory at 123-129 Willow Street East** where 0.005 of 0.23 acres (or 2.17 percent) would be permanently incorporated into the transportation facility to accommodate reconstruction of the southbound BL 81 ramp to eastbound I-690 (see **Figure 7-21**).
- **C.C. Bradley Plant at 432 Franklin Street North (Map ID #31), both individually listed and contributing to the Franklin Square Historic District**, where 0.016 of 1.92 acres (or 0.83 percent) would be permanently incorporated into the transportation facility to accommodate the North Clinton Street extension (see **Figure 7-25**).
- **Syracuse Lighting Company Plant at 311 Genant Drive to Clinton Street (Map ID #34), both individually listed and contributing to the Franklin Square Historic District**, where 0.0037 of 1.99 acres (or 0.2 percent) would be permanently incorporated into the transportation facility to accommodate widening of southbound BL 81 and associated relocation of Genant Drive (see **Figure 7-27**).
- **St. John the Evangelist Church (former) at 215 State Street North and Willow Street East (Map ID #64)**, where 0.003 of 0.41 acres (or 0.73 percent) would be permanently incorporated into the transportation facility to accommodate the extension of Pearl Street (see **Figure 7-22**).
- **VIP Structures at 471-81 Oswego Boulevard aka 1 Webster's Landing (Map ID #52)**, where 0.118 of 0.53 acres (or 22 percent) would be permanently incorporated into the transportation facility to accommodate reconstruction of the southbound BL 81 ramp to eastbound I-690 (see **Figure 7-28**).
- **Remington Monarch Typewriter Company Building at 429 Franklin Street North (Map ID # 31) both individually listed and contributing to the Franklin Square Historic District**, where 0.002 of 3.04 acres (or 0.07 percent) would be permanently incorporated into the transportation facility to accommodate the relocation of Evans Street and the new shared use path connection between the Creekwalk and Franklin Street (see **Figure 7-26**).
- **Destiny Arms at 800 North Clinton Street (Map ID #94)**, where 0.01 of 1.22 acres (or 0.82 percent) of the property would be permanently incorporated into the transportation facility to accommodate sidewalk reconstruction along Spencer Street (see **Figure 7-29**).
- **The Heritage at Loretto at 312 Fillmore Avenue (Map ID #29)**, where 0.17 of 17.54 acres (or 0.97 percent) would be permanently incorporated into the transportation facility to accommodate the new southbound I-81 entrance ramp from East Glen Avenue (see **Figure 7-24**).

The Community Grid Alternative would require the use of a portion of Wilson Park (0.12 acres) to serve as a safety buffer between the inaccessible areas of the park and the construction site. This approximately 20-foot swath of the park, adjacent to the existing viaduct, would be inaccessible for less than one year of its six-year construction period (see **Figure 7-30**). NYSDOT would coordinate this temporary closure through an agreement with the Syracuse Housing Authority and the City of

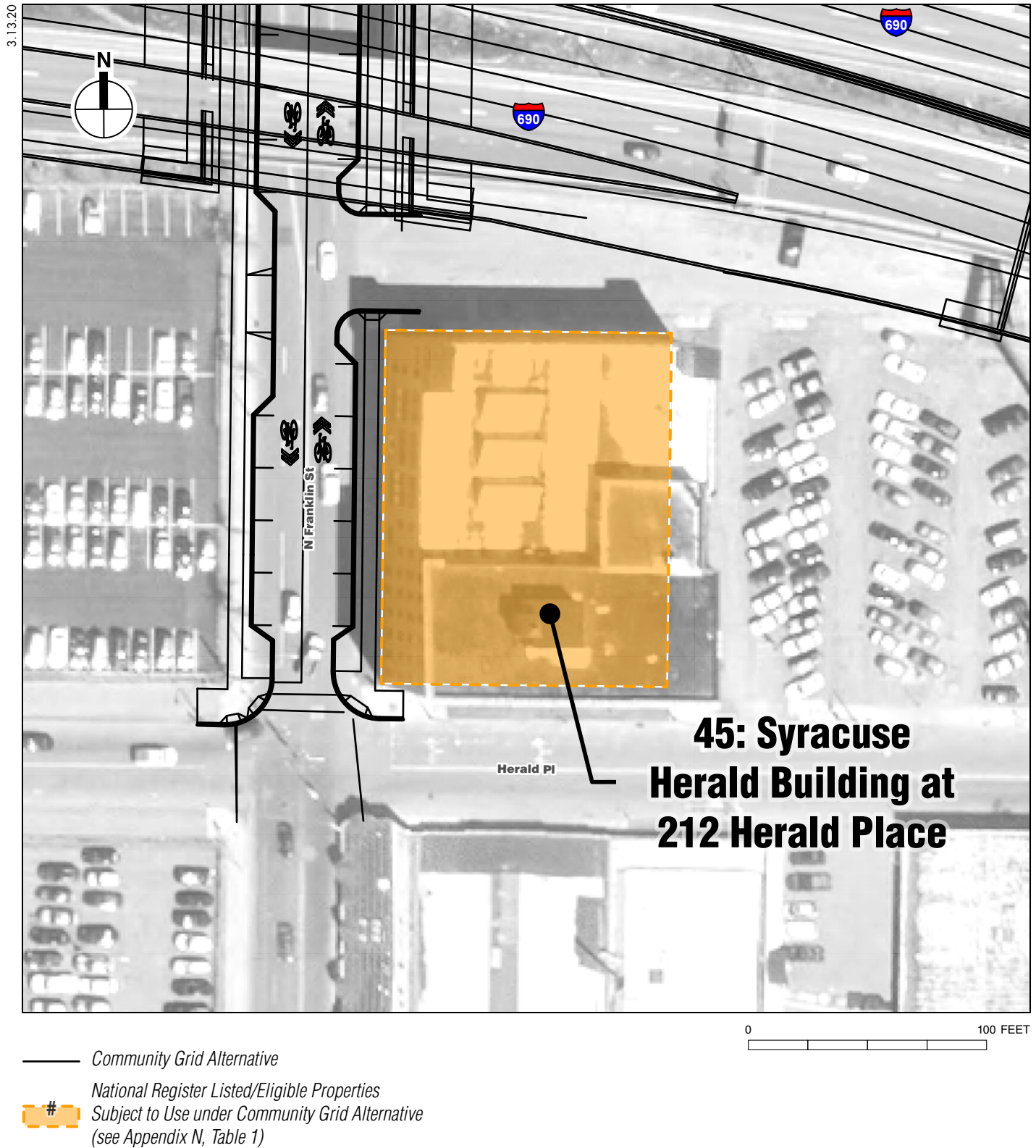


- Community Grid Alternative
-  # National Register Listed/Eligible Properties
Subject to Use under Community Grid Alternative
(see Appendix N, Table 1)

Community Grid Alternative - Use of Section 4(f) Historic Sites:
Howard & Jennings Pump Factory at 123-129 Willow Street East
(Map ID 88)



Community Grid Alternative - Use of Section 4(f) Historic Sites:
St. John the Evangelist Church at 215 State Street North and
Willow Street East (Map ID 64)



Community Grid Alternative - Use of Section 4(f) Historic Sites:
Syracuse Herald Building at 212 Herald Place (Map ID 45)



Community Grid Alternative - Use of Section 4(f) Historic Sites:
The Heritage at Loretto at 312 Fillmore Avenue (Map ID 29)



- Community Grid Alternative
- # National Register Listed/Eligible Properties
Subject to Use under Community Grid Alternative
(see Appendix N, Table 1)
- - - National Register Listed/Eligible Historic District
Boundaries

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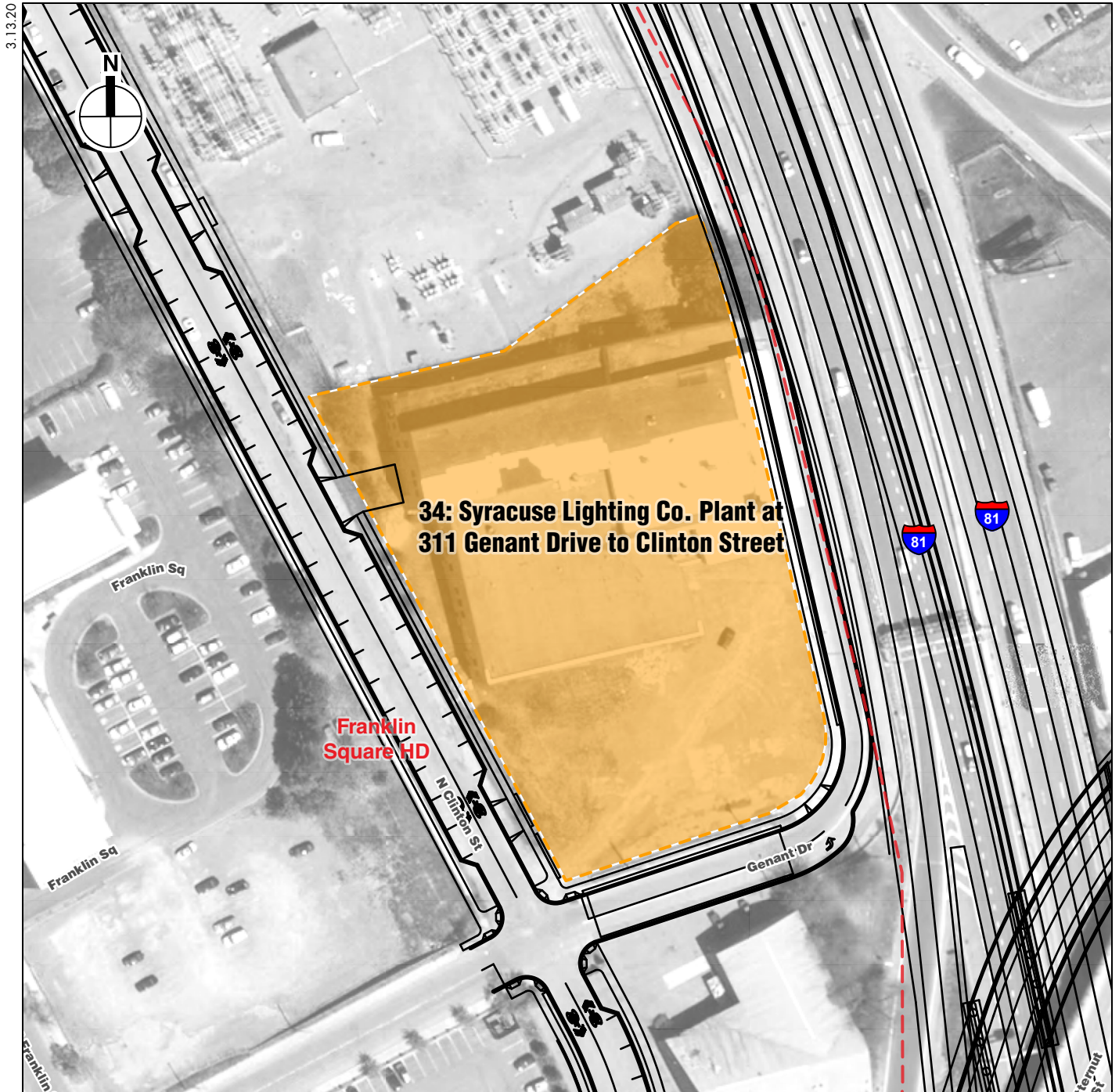
Community Grid Alternative - Use of Section 4(f) Historic Sites:
C.C. Bradley Plant at 432 Franklin Street North (Map ID 33)



- Community Grid Alternative
- # National Register Listed/Eligible Properties
Subject to Use under Community Grid Alternative
(see Appendix N, Table 1)
- - - National Register Listed/Eligible Historic District
Boundaries

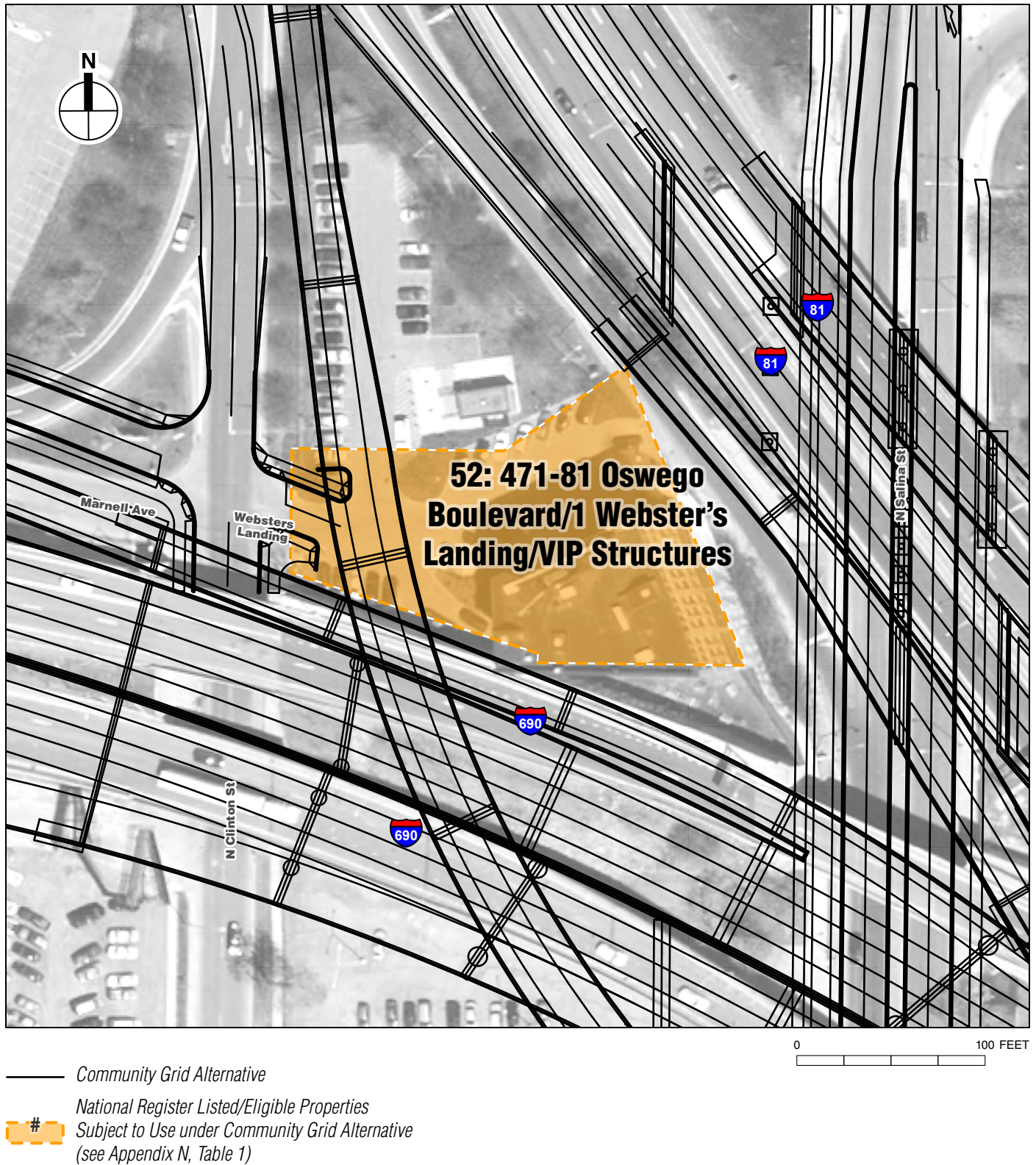
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Community Grid Alternative - Use of Section 4(f) Historic Sites:
Remington Monarch Typewriter Company Building at 429 North
Franklin Street (Map ID 31)

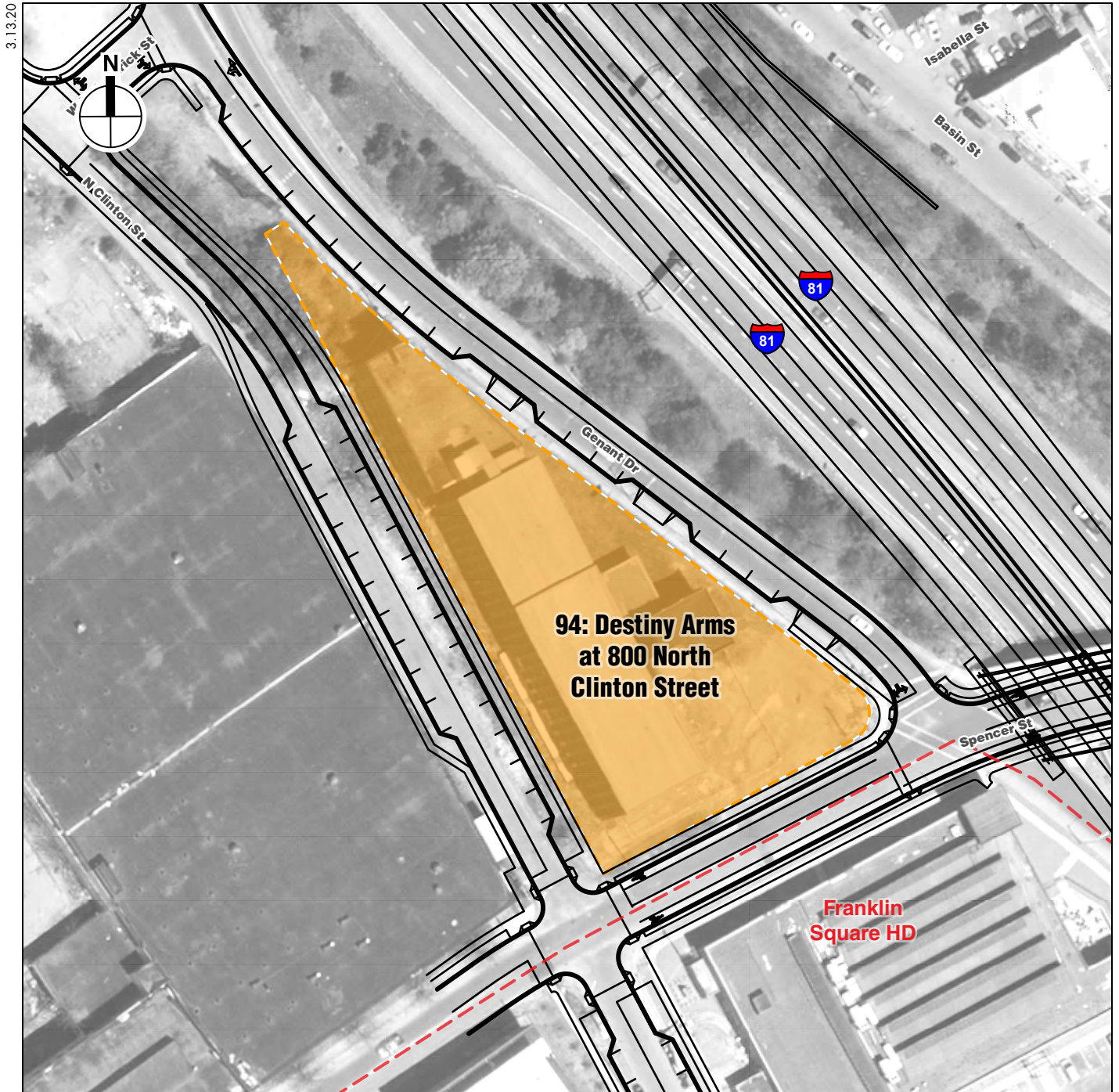


- Community Grid Alternative
- # National Register Listed/Eligible Properties
Subject to Use under Community Grid Alternative
(see Appendix N, Table 1)
- - - National Register Listed/Eligible Historic District
Boundaries

Community Grid Alternative - Use of Section 4(f) Historic Sites:
Syracuse Lighting Co. Plant at 311 Genant Drive to Clinton
Street (Map ID 34)



Community Grid Alternative - Use of Section 4(f) Historic Sites:
471-81 Oswego Boulevard/1 Webster's Landing/VIP Structures
(Map ID 52)



- Community Grid Alternative
- # National Register Listed/Eligible Properties
Subject to Use under Community Grid Alternative
(see Appendix N, Table 1)
- - - National Register Listed/Eligible Historic District
Boundaries

0 100 FEET

Community Grid Alternative - Use of Section 4(f) Historic Sites:
Destiny Arms at 800 North Clinton Street (Map ID 94)



- Community Grid Alternative
- Public Parks and Recreation Areas
- # Subject to Use under Community Grid Alternative (see Appendix N, Table 2)

Community Grid Alternative - Use of Section 4(f)
Public Parks and Recreation Areas:
Wilson Park at 117 S McBride Street
(Map ID 21)

Syracuse Department of Parks, Recreation, and Youth Programs. This buffer area would be fenced off from the remainder of the park. One of the two basketball courts at the park, as well as a section of the adjacent grassy area, would be inaccessible to park users for this period. Use of this Section 4(f) property would occur due to temporary occupancy, which would be considered adverse in terms of the statute's preservation purpose as determined by the criteria in 23 CFR 774.13(d). While the duration of the occupancy would be less than the Project's construction period and no change of ownership would occur, the scope of work would not be minor since it could not be performed without interfering with park activities (basketball). To mitigate this temporary loss of parkland, NYSDOT would make improvements within the portion of the park that would remain open. Prior to construction, a basketball court would be constructed west of the bleachers in the location of the former tennis court, so that two basketball courts would be maintained for use during construction. A third hoop and backboard would be added to the new court as well as benches. Other improvements include adding new shade trees, a new water fountain in the basketball court area, a new splash pad, new pavement for access from Jackson Street and other fence, pedestrian gates, and parking improvements. Once construction is complete, the existing eastern basketball court would be reconstructed, and the adjacent lawn area would be graded and reseeded. Thus, the park would be returned to include its current uses, in the same or improved condition, upon the completion of construction.

7.4 AVOIDANCE ALTERNATIVES

The FHWA may not approve the use of a Section 4(f) property if there is a "feasible and prudent" avoidance alternative. Therefore, if any feasible and prudent avoidance alternative exists, that alternative must be selected. As defined in the regulations (23 CFR § 774.17), an alternative that would not require the use of any Section 4(f) property is an avoidance alternative. Feasible and prudent avoidance alternatives are those that do not cause other severe problems that substantially outweigh the importance of protecting the Section 4(f) property.

As discussed in **Chapter 3, Alternatives**, numerous potential alternatives have been considered since the start of the scoping process. Based on the evaluation and screening of the potential alternatives during scoping, and in consideration of public input, FHWA and NYSDOT advanced the Viaduct Alternative, the Community Grid Alternative, and the No Build Alternative for further study in the DDR/DEIS. Of the more than 20 potential alternatives, only the Rehabilitation Alternative (Potential Alternative Option V-1) and No Build Alternative would avoid the use of all Section 4(f) properties.

While the Rehabilitation Alternative would not require the use of any Section 4(f) resource, it would not address the identified needs for the Project or meet the stated purpose and objectives for the Project. The Rehabilitation Alternative would involve a long-term program, implemented over multiple years as funding permits, to address the deterioration of I-81. The dimensions of the viaduct and operation of Almond Street would remain much the same as they are today. Rehabilitation would reconfigure ramps to improve the existing connections between I-81 and Interstate 690 (I-690), though it would not provide a directional I-81/I-690 interchange. South of the I-690 interchange, Exit 18 (Harrison Street/Adams Street) would be modified with the addition of a southbound exit lane to provide a two-lane off-ramp and a new left-turn lane from East Adams Street to the southbound I-81

on-ramp. The rehabilitation of I-81 and I-690 in the Central Study Area would address the existing structural deficiencies and would correct some nonstandard and nonconforming highway features. The Rehabilitation Alternative would repair or replace 42 bridges and correct the structural deficiencies on I-81 and I-690 within the viaduct area. While some nonstandard and nonconforming features would be eliminated, most would remain. These features would include narrow shoulders, insufficient distance between entrance and exit ramps, and sharp curves.

Accordingly, the Rehabilitation Alternative does not: 1) address the transportation network structural deficiencies, particularly associated with aging bridge structures and non-conforming design features within the project limits along I-81 and I-690; 2) address vehicular, pedestrian, and bicycle geometric and operational deficiencies within the project limits in and near Downtown Syracuse; and 3) while it would maintain vehicle access to the interstate highway network and key destinations (i.e., business district, hospitals, and institutions) within neighborhoods within and near Downtown Syracuse, it would not enhance these access points, including addressing safety considerations. It is not a feasible and prudent avoidance alternative such that “it compromises the project to a degree that it is unreasonable to proceed with the project in light of its stated purpose and need” (23 CFR 774.17(3)(1).

Similarly, the No Build Alternative would not result in the use of Section 4(f) property, however, it would not be feasible and prudent, as the No Build Alternative would not address the identified needs for the Project or meet the stated purpose and objectives for the Project.

As such, there are no feasible and prudent alternatives that would avoid the use of all Section 4(f) properties. As set forth in the Section 4(f) regulations, if the analysis conducted concludes that there is no feasible and prudent avoidance alternative, then FHWA must approve, from among the remaining alternatives that use Section 4(f) property, the alternative that causes the least overall harm in light of the statute’s preservation purpose (23 CFR § 774.3). The planning and design efforts that were undertaken to minimize harm to Section 4(f) properties under both the Viaduct and Community Grid Alternatives are described below.

7.5 MEASURES TO MINIMIZE HARM

When there is no feasible and prudent alternative that avoids all Section 4(f) properties, a project must include all possible planning to minimize harm. As defined in 23 CFR 774.17, all possible planning means that all reasonable measures to minimize harm or mitigate for adverse impacts and effects must be included in the Project. For public parks and recreation areas, these measures may include the replacement of land or facilities of comparable value and function, or other measures to enhance the remaining property. For Section 4(f) historic sites, measures to minimize harm preserve the historic activities, features, or attributes of the sites as agreed to by the federal agency (FHWA) and the officials with jurisdiction (SHPO) through consultation in accordance with the Section 106 process (36 CFR Part 800).

In the absence of an avoidance alternative for the Project, the Viaduct and Community Grid Alternatives were each refined to incorporate measures to minimize harm to Section 4(f) properties. In some cases, it was possible to eliminate the use of an individual property. In other cases, the refinements minimize harm by avoiding the historic building or structure and limiting use of the

property to a minor acquisition with no historic features or attributes (i.e., open space or parking areas). In these cases, the proposed use of the Section 4(f) property is reduced to a *de minimis* level.

This section documents the results of planning efforts to minimize harm to Section 4(f) properties under both the Viaduct and Community Grid Alternatives. Measures to mitigate for adverse impacts on each of the properties where use is required under either alternative are described in **Section 7.5.3**.

7.5.1 VIADUCT ALTERNATIVE

Several potential viaduct alternatives for the reconstruction of I-81 between approximately Colvin Street and Hiawatha Boulevard and of I-690 from Leavenworth Avenue to Lodi Street were considered in order to minimize harm to Section 4(f) properties (see **Section 3-2, Overview of Alternatives Considered** for a discussion of Potential Viaduct Alternatives, Options V-2, V-3, and V-4). Each would meet relevant design standards and require the use of Section 4(f) properties to varying degrees. The design of the proposed Viaduct Alternative (Option V-4) is optimal in that it minimizes impacts to Section 4(f) properties while meeting the Project's purpose and objectives and meeting all design criteria (except where noted in **Chapter 5, Transportation and Engineering Considerations**).

The reconstructed highway under the Viaduct Alternative (or any of the viaduct options) would be wider than it is today, and the transportation footprint would extend farther westward than the current western edge of the viaduct. Shifting the viaduct eastward to avoid Section 4(f) resources would result in the demolition of Section 4(f) resources on the east side of the highway as well as an impact on Forman Park. New and reconstructed interstate-to-interstate connections, and other improvements, which would result in the demolition of Section 4(f) properties under the Viaduct Alternative, are needed to: (1) address vehicular, pedestrian, and bicycle geometric and operational deficiencies in the Central Study Area; and (2) maintain or enhance vehicle access to the interstate highway network and key destinations (i.e., Downtown business district, hospitals, and institutions) within neighborhoods along the Central Study Area. Relocation of these project elements to avoid the resources would impact other properties in the area, resulting in different and possibly more extensive adverse effects.

It is not feasible to reduce their footprint due to the need to meet capacity requirements and design standards, as follows:

- The existing Pearl Street entrance ramp is a single-lane ramp that does not meet capacity and operational needs. In order to provide for future capacity and operational needs, a two-lane entrance ramp with adequate acceleration lane length should be provided;
- The alignment and layout of the I-690/I-81 interchange connections are required to follow NYSDOT minimum ramp radius criteria and American Association of State Highway Transportation Officials (AASHTO) ramp and interchange spacing criteria. In addition, the reconstructed ramps will have standard shoulders, which are wider than exist today;
- The realignment of Butternut Street overpass is required to facilitate lowering the profile of the eastbound I-690 to northbound I-81 ramp, which passes beneath the overpass, and to allow the southbound I-81 to westbound I-690 ramp to be moved farther away from the Franklin Square neighborhood;

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- The improvements to the westbound I-690 exit ramp to Catherine Street (which replaces the existing Townsend Street ramp) and the reconstruction of the westbound I-690 to southbound I-81 ramp are required to provide adequate capacity (including number of lanes and width of shoulders) to meet future capacity and operational needs; and
- Options to minimize the impact of a widened I-81 ramp to Harrison Street on Section 4(f) resources would result in nonstandard design features that would be inconsistent with Project objectives.

Following NYSDOT Highway Design Manual Chapter 2, the design speed for the urban interstates within the project limits is 60 mph. In addition, AASHTO provides minimum ramp spacing dimensions for various ramp pair combinations to provide adequate space for signing, adequate gaps for entering motorists, and sufficient weaving lengths. Within the project limits, there are 15 non-conforming ramp spacing features, five of which are in the I-81/I-690 interchange area.

Initially, a potential alternative (Potential Viaduct Alternative Option V-2) was developed that included a new viaduct designed to meet current standards via the reconstruction of all highway elements to the 60-mph design standard. This potential alternative would correct all non-standard and most non-conforming highway features within the Central Study Area. It would have a wider footprint than the proposed design to accommodate wider inside shoulders, longer acceleration and deceleration lanes, additional lanes for capacity and weaving, and geometric changes to accommodate ramp spacing criteria. It would expand the footprint of I-81 farther north and east into the Northside neighborhood as compared to the current highway's alignment, and therefore, the viaduct structure would be constructed over streets and blocks where it does not exist today. It would require the acquisition and demolition of several buildings in Northside that qualify for Section 4(f) protection, and the highway would be closer to four historic buildings east of State Street and north of Burnet Avenue. This option would require the permanent incorporation of land into the transportation facility from nine of the ten properties² (full acquisition and building demolition) described in **Section 7.3** for the Viaduct Alternative (Option V-4) as well as the following eight historic properties that would not be required for the Viaduct Alternative (Option V-4):

- **301-319 North State Street.** This late nineteenth century, five-story brick building has intact window ornaments and door pediments and is eligible for listing on the National Register of Historic Places.
- **215 State Street.** Currently occupied by the Samaritan Center, a community service organization that provides meals to the hungry, this Gothic Revival-style brick building with stone trim and a slate-clad roof was built in 1853 and served as the city's first cathedral. The former St. John the Evangelist Church features a two-stage central engaged tower with spire and is eligible for listing on the National Register of Historic Places.

² 123-129 Willow Street East (the Howard & Jennings Pump Factory) could be avoided under this alternative.

- **323-35 James Street.** This L-shaped four-story brick building, known as the Crichton Apartments, has dentilled cornice, round-arch windows and remnants of an early storefront. It is eligible for listing on the National Register of Historic Places.
- **122-124 Burnet Avenue.** Also known as the Caldwell and Ward Brass Company, this five-story brick building was built in the turn of the century with window ornamentation and pedimented entries. It is eligible for listing on the National Register of Historic Places.
- **408-422 James Street.** This six-story brick apartment building, known as the Snowden Hotel, is an ornate turn of the century high-styles intact resource. It is eligible for listing on the National Register of Historic Places.
- **112-116 Burnet Avenue.** This late nineteenth century block of two-story brick row houses is eligible for listing on the National Register of Historic Places.
- **200 Burnet Avenue.** This Italianate-style house, which has been somewhat altered, is eligible for listing on the National Register of Historic Places.
- **204 Burnet Avenue.** The Corner Block Factory Shop (Turack Motor service) is a three-story brick building that is eligible for listing on the National Register of Historic Places.

Land would also be permanently incorporated into the transportation facility from partial acquisitions of grassy areas or parking lots. The potential use of Wilson Park would be required consistently for Potential Viaduct Alternatives Options V-2, V-3, and V-4 and in the same manner as described in **Section 7.3.2.**

Potential Viaduct Alternative Option V-3 was designed to meet most design standards while minimizing impacts to Section 4(f) properties. This alternative (Potential Viaduct Alternative Option V-3) would involve the reconstruction of all highway elements to meet 60 mph design standards except for four curves within the I-81/I-690 interchange that would meet 55 mph design standards and one curve that would meet 50 mph design standards for horizontal stopping sight distance. While horizontal stopping sight distance would not be fully met for these five curves, they would be substantially improved over the existing condition. Two or more travel lanes in each direction would be provided and the horizontal sight distance restriction under this option would apply to only the inside lane of the five curves. Potential Viaduct Alternative Option V-3 would correct most non-conforming features within the Project Area.

Potential Viaduct Alternative Option V-3 would require the permanent incorporation of the 10 historic properties into transportation facility (full acquisition and building demolition) described in Section 7.3 for the Viaduct Alternative as well as the following historic properties that would not be required for the Viaduct Alternative Option V-4:

- 215 State Street (former St. John the Evangelist Church)
- 323-35 James Street (Crichton Apartments)
- 122-124 Burnet Avenue (Caldwell and Ward Brass Company)

Land would also be permanently incorporated into the transportation facility from partial acquisitions of grassy areas and/or parking lots, similar to what was described for the proposed Viaduct Alternative, and the use of Wilson Park would be required.

The Viaduct Alternative (Option V-4), which includes a new viaduct designed to meet most design standards, would reconstruct all highway elements to meet 60 mph design standards except for three curves within the I-81/I-690 interchange that would meet 55 mph and two curves that would meet 50 mph design standards for horizontal stopping sight distance.

The Viaduct Alternative (Option V-4) would avoid the use of the nine Section 4(f) properties affected by Option V-2 and the four Section 4(f) properties affected by Option V-3.

7.5.2 COMMUNITY GRID ALTERNATIVE

Two Potential Community Grid options were considered: Option CG-1 (“Boulevard”), in which Almond Street would become a boulevard and the primary north-south thoroughfare through the city, and Option CG-2 (“Almond Street and Other Local Streets”), which would disperse traffic onto Almond Street as well as other local streets (see **Chapter 3, Alternatives**).

Potential Community Grid Option CG-1 would require construction of an overpass along Erie Boulevard from Townsend Street to Forman Avenue, potentially hindering access to businesses in that area, and would affect local street connectivity by severing McBride, Willow, and Water Streets. Moreover, Option CG-1 would necessitate the acquisition of seven buildings, while Option CG-2 would require the acquisition of four. These acquisitions, which would displace employees and residents, would result in greater socioeconomic impacts. Finally, because Option CG-1 would concentrate traffic flow along one major thoroughfare, it would require more lanes on Almond Street and not optimize the use of the existing city street network compared with Option CG-2. Thus, it would provide a lesser benefit to pedestrians and would have less potential for urban design treatments. Therefore, Option CG-1 was dismissed from further consideration, and Option CG-2 was advanced as the Community Grid Alternative.

In addition to the Section 4(f) properties identified for the Community Grid Alternative, the initial alignment (Option CG-2) required the Section 4(f) use of 123-129 East Willow Street and the Britton Block at 317-327 North Salina Street as a result of the southbound I-81 exit ramp to Willow Street, the westbound I-690 exit ramp to West Street, and proposed new ramp connections between the remaining portion of I-81 north of I-690 and westbound I-690. In order to minimize harm to historic properties, the design was modified by shifting some proposed ramps away from properties and removing other proposed ramps. One non-standard and one non-conforming feature would result from these design modifications. These are considered reasonable from a safety and operational standpoint in order to minimize harm to Section 4(f) properties (see justification in **Chapter 5, Transportation and Engineering Considerations**). All other geometric design standards would be met with this revision.

7.5.3 LEAST HARM ANALYSIS

To determine which of the alternatives would cause the least overall harm, FHWA must compare seven factors set forth in 23 CFR 774.3(c)(1) concerning the alternatives under consideration:

- The ability to mitigate adverse impacts to each Section 4(f) property (including any measures that result in benefits to the property)
- The relative severity of the remaining harm, after mitigation, to the protected activities, attributes, or features that qualify each Section 4(f) property for protection
- The relative significance of each Section 4(f) property
- The views of the official(s) with jurisdiction over each Section 4(f) property
- The degree to which each alternative meets the purpose and need for the Project
- After reasonable mitigation, the magnitude of any adverse impacts to resources not protected by Section 4(f)
- Substantial differences in cost among the alternatives

As outlined in the FHWA Section 4(f) Policy Paper, the first four criteria relate to the degree of harm to Section 4(f) properties, which allows FHWA to consider all relevant concerns to determine which alternative would cause the least overall harm in light of the statute's preservation purpose. The other three criteria relate to any substantial problems on issues beyond Section 4(f). FHWA may determine that a serious problem identified in these factors might outweigh relatively minor net harm to a Section 4(f) resource. An evaluation of the "least harm" alternative outlined in this section was conducted with respect to the seven factors in the regulations, as discussed below.

The least overall harm analysis was prepared by evaluating the Viaduct Alternative and the Community Grid Alternative in accordance with FHWA guidance.

The Ability to Mitigate Adverse Impacts to Each Section 4(f) Property

As indicated above, the Viaduct Alternative would result in the use of Section 4(f) properties as a result of the:

- Permanent incorporation of land from 10 historic properties (nine historic sites that are individually eligible for or listed on the National Register and one National Register Historic District in which two contributing properties would be subject to use), which would be greater than a *de minimis* use (i.e., full acquisition and demolition these historic buildings), into the transportation facility;
- Permanent incorporation of a portion of four historic properties (open space or parking areas, which are part of the historic property) into the transportation facility (*de minimis* use); and
- Temporary occupancy of Wilson Park.

The Community Grid Alternative would result in the use of Section 4(f) properties as a result of the:

- Permanent incorporation of a portion of 12 historic properties (open space or parking areas, which are part of the historic property) into the transportation facility (*de minimis* use); and
- Temporary occupancy of Wilson Park.

With respect to the historic properties where Section 4(f) *de minimis* use would occur under both the Viaduct and Community Grid Alternatives, the NYSDOT has worked to develop and apply measures to minimize harm to these Section 4(f) properties through a series of refinements, including the design of roadway alignments. As described above, alignment curves were tightened; non-standard highway features were adjusted within allowable parameters to reduce the roadway right-of-way impact; and alternatives' alignments were shifted to minimize and avoid adverse effects to identified historic properties, thereby reducing Section 4(f) use of these properties to *de minimis*.

Although a portion of Wilson Park would be inaccessible during construction, this would be a temporary condition, and the park area, including the basketball court, would be returned to its current use, in the same or improved condition, upon completion of construction. Additionally, mitigation during construction consists of building a new basketball court with three hoops so that two basketball courts will remain open during construction. The restoration of Wilson Park, after construction for the Viaduct and Community Grid Alternatives, would mitigate its use by building a new basketball court with three hoops in a location where an under-utilized tennis court currently resides (built prior to Project construction), installing new benches and new pavement, updating an existing recognition plaque within the park, installing a new water fountain, adding a new splash pad, adding fencing in several locations throughout the park, adding a new park entrance, replacing the existing basketball courts that will be removed during construction, and adding new on-street parking parallel to the park.

The Relative Severity of the Remaining Harm, after Mitigation, to Section 4(f) Properties

As indicated above, both alternatives would have *de minimis* impacts on some Section 4(f) properties after avoidance, minimization, mitigation and enhancement measures. While mitigation measures for the use of 10 properties with greater than *de minimis* impacts (full acquisition and building demolition of nine historic properties and demolition of two contributing resources within a Historic District) under the Viaduct Alternative would be established in consultation with SHPO and Consulting Parties, the demolition of the buildings and expansion of the transportation facility would result in a noticeable loss of historic resources in the City of Syracuse. Although a portion of Wilson Park would be inaccessible during construction, this would be a temporary condition, and the park, including the basketball court, would be returned to its current use, in the same or improved condition, upon the completion of construction.

The Relative Significance of Each Section 4(f) Property

As indicated above, the Viaduct Alternative would require the Section 4(f) use of 10 historic properties including the North Salina Historic District (as a result of the Section 4(f) use of two of its contributing resources) and have *de minimis* impacts on four additional historic properties. The Community Grid Alternative would have *de minimis* impacts on 12 historic properties. Both the Community Grid and Viaduct Alternatives would require the temporary use of a portion of Wilson Park, which is a neighborhood park with basketball courts. The property and impacts of the Project's construction are the same for both alternatives so there is no relative significance among the alternatives with respect to the use of Wilson Park.

The relative value of each of the historic properties affected by the two Project alternatives is discussed below. The relative value is discussed in terms the following factors:

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- Historic significance in a national, state, or local context
- Level of historic integrity
- Historic or cultural association
- Individually NR-listed/eligible or contributing resource to a historic district
- Architect-designed or vernacular examples
- Uniqueness or rarity

Each of the properties affected by the Project is either listed or eligible for listing on the National Register of Historic Places under Criterion A and/or C. Each of the properties is National Register listed or eligible due to its significance in a local context. None of the properties is a National Historic Landmark or City of Syracuse Landmark. Factors that distinguish the resources affected by the Viaduct and Community Grid Alternatives are described below.

Viaduct Alternative

- **The North Salina Street Historic District (Map ID HD-2):** The National Register-listed North Salina Street Historic District and its District Expansion are noted for distinctive architecture and association with the growth and development of the North Salina Street commercial corridor. As a grouping, the Historic District possesses relatively high historic integrity. While the majority of the buildings in the Historic District were not designed by known architects, some structures within the Historic District were. For example, the Assumption Church, located at 812 North Salina Street, was designed by distinguished architect Horatio Nelson White.
 - **The Britton Block at 317-327 North Salina Street (Map ID #90):** The Britton Block, constructed in 1891, has not been determined individually National Register-eligible, but it is a contributing building within the locally significant North Salina Street Historic District Expansion. While the architect is not known, the building has been called an excellent example of the Romanesque Revival style applied to a commercial building and it retains a high degree of historic integrity.
 - **The Learbury Centre at 329 North Salina Street (Map ID #91):** The Learbury Centre has not been determined individually National Register-eligible, but it is a contributing resource within the locally significant North Salina Street Historic District Expansion. It was constructed as a shoe factory in 1920 and is one of the few manufacturing buildings in the Historic District. The architect of the building is not known. While the building has undergone alterations, it retains good historic integrity overall. This property appears on an inventory of City of Syracuse Landmark-eligible properties.
- **The New York Central Railroad Passenger & Freight Station at 400 Burnet Avenue and 815 Erie Boulevard East (Map ID #11):** The New York Central Railroad Passenger and Freight Station, built in 1934, is noted for its place in the history of railroads in Syracuse, and as an

outstanding example of the Art Deco style. Attributed to architect J.P. Gallagher, the building is distinctive in design and is highly visible. It retains a high degree of historic integrity. This property appears on an inventory of City of Syracuse Landmark-eligible properties.

- **The Veteran's Fastener Supply Corp. building at 117 Butternut Street (Map ID #15):** The Veteran's Fastener Supply Corp. building, constructed circa 1927, is a Neoclassical-style municipal building constructed by the City of Syracuse to house a city meat inspection facility as a response to health concerns in the meat industry, which was regionally important as an economic engine. Its architect is not known. While the building has undergone alterations, it retains good historic integrity overall.
- **Smith Restaurant Supply at 500 Erie Boulevard (Map ID #24):** Smith Restaurant Supply was constructed in 1876 by builder Nathan Cobb. It is one of the few canal-era manufacturing/warehousing buildings remaining downtown. It is significant in the local context. Its architect is not known. The building retains fair historic integrity. This property appears on an inventory of City of Syracuse Landmark eligible properties.
- **Peck Hall at 309 McBride Street (Map ID #36):** Peck Hall is noted for its association with local medicine and education and as a fine example of late nineteenth century Renaissance Revival-style architecture. Constructed in 1896 to house the Syracuse University Medical College, it was designed Albert Brockway, a respected local architect known for his work in Central New York and throughout the State. The property retains a high degree of historic integrity.
- **Reid Hall at 610 Fayette Street East (Map ID #30):** Reid Hall is noted for its association with local medicine and education and its architecture. It was constructed in 1914 as the dispensary for the Syracuse University Medical College (neighboring Peck Hall). Although the architect of the building is not known, the building is a fine and highly intact example of early twentieth century Neoclassical-style architecture. This property appears on an inventory of City of Syracuse Landmark-eligible properties.
- **The Syracuse Herald Building at 212 Herald Place (Map ID #45):** The Syracuse Herald Building, constructed in 1928, is noted for its association with the newspaper, *The Herald*, and as an example of industrial design. Although the architect is not known, the building is a distinctive example of the Classical Revival style. The building is locally important for its association with Syracuse's chief newspaper, having served as its headquarters from its construction in 1928 until the 1970s. While the building has undergone alterations, it retains good historic integrity overall.
- **471-81 Oswego Boulevard at 1 Webster's Landing or VIP Structures (Map ID #52):** This building, constructed in 1893 as the Marshall & Sons Warehouse, was designed by the distinguished architect Archimedes Russell in the Romanesque Revival style. It is one of few canal-era manufacturing/warehousing buildings remaining in Downtown Syracuse. It is associated with the history of commerce in Syracuse, constructed for Jacob Marshall, a prominent wool and leather merchant. The property is of regional interest as an example of Russell's architecture. While the building has undergone alterations, it retains good historic integrity overall.

- **Wag Foods at 909 North State Street (Map ID #72):** The former Wag Foods warehouse, constructed circa 1918, is a relatively intact example of an early twentieth century grocery warehouse associated with a major Syracuse-based grocery distributor. The building's architect is not known. Despite some alterations, it retains good historic integrity overall.
- **The Howard & Jennings Pump Factory at 123-129 Willow Street East (Map ID #88):** The Howard & Jennings Pump Factory/Colella Galleries Building, constructed in 1879, is the work of prominent local architect Charles E. Colton in the Gothic Revival style and is noted for its distinctive design. It is one of the few Victorian Gothic commercial building facades remaining in Syracuse. While its setting has been highly altered over time, the building itself retains a high degree of historic integrity. This property appears on an inventory of City of Syracuse Landmark-eligible properties.

Community Grid Alternative

The Community Grid Alternative would only require the *de minimis* use of Section 4(f) properties.

The Views of Official(s) with Jurisdiction over Each Section 4(f) Property

The officials with jurisdiction over Section 4(f) properties are the legal representatives of the agency owning or administering the resource and not private property owners. For Section 4(f) historic sites, the officials with jurisdiction are the SHPO and ACHP. The officials with jurisdiction over Wilson Park are the City of Syracuse Department of Parks, Recreation, and Youth Programs and the Syracuse Housing Authority (SHA).

Prior to making Section 4(f) approvals, FHWA must coordinate with the officials with jurisdiction and provide the Section 4(f) evaluation for comment (see **Section 7.6**). Coordination with the officials with jurisdiction for historic properties takes place through the Section 106 process. Through the Section 106 process, SHPO and ACHP participated in the identification of Section 4(f) historic sites; assessments of effect relating to *de minimis* findings for individual properties; and the development of measures to avoid, minimize, or mitigate adverse effects. The views of the SHPO and ACHP are reflected in the Programmatic Agreement. Consultation under Section 106 is ongoing for the execution of the Programmatic Agreement.

NYSDOT has coordinated with the City of Syracuse Department of Parks, Recreation, and Youth Programs and SHA regarding the proposed use of Wilson Park. The parkland is owned by SHA, and it is managed by the City of Syracuse Department of Parks, Recreation, and Youth Programs. Therefore, both were considered agencies with jurisdiction, and thus, input was sought from both.

NYSDOT presented two proposed mitigation measures to the officials with jurisdiction, offering options for potential park improvements. The officials carefully considered the options and SHA and the City of Syracuse stated that Option B was their preferred option as documented in letters dated September 11, 2018 and July 27, 2017, respectively. Option B includes removal of tennis courts and building a new basketball court with three hoops, installing new benches and new pavement, updating existing recognition plaque within park, installing a new water fountain, adding a new splash pad, adding fencing in several locations throughout the park, adding a new park entrance, replacing the existing basketball courts that would be removed during construction, and adding new on-street

parking parallel to the park. Correspondence between NYSDOT and SHA and the City of Syracuse's Department of Parks, Recreation and Youth Programs regarding the use of Wilson Park under both the Viaduct and Community Grid Alternatives is included in **Appendix N**.

The Degree to Which Each Alternative Meets the Purpose and Need for the Project

The Viaduct and Community Grid Alternatives each meet the purpose and need for the Project.

The Viaduct Alternative would result in a greater than *de minimis* use of Section 4(f) resources due to the permanent incorporation of land from 10 historic sites (nine historic sites that are individually eligible for or listed on the National Register and one National Register Historic District in which two contributing properties would be subject to use) into the transportation facility. Additionally, the permanent incorporation of land (minor takings of open space or parking areas) from four historic properties would also result in a *de minimis* use of these Section 4(f) resources. The proposed findings of *de minimis* use are supported by the Section 106 finding of no adverse effect on these four properties.

The Community Grid Alternative would not result in a greater than *de minimis* use of any Section 4(f) properties; however, a *de minimis* use of 12 historic properties would occur due to the permanent incorporation of land (minor takings of open space or parking areas), from each property into the transportation facility. The proposed findings of *de minimis* use are supported by Section 106 findings of no adverse effect on these 12 properties.

Both alternatives would require the temporary occupancy of Wilson Park.

After Reasonable Mitigation, the Magnitude of Any Adverse Impacts to Resources Not Protected by Section 4(f)

The Viaduct Alternative would have the following adverse impacts:

- 21.81 acres of land would be acquired, with displacement of 95 dwelling units and 555 employees, and a loss of annual tax revenue of \$754,063;
- Up to four intersections would operate at LOS E or F during peak hours;
- Noise impacts would occur at 675 out of 2,817 receivers without abatement;
- The Viaduct Alternative would permanently impact 0.06 acres of Executive Order (EO) 11990 wetlands and 0.71 acres (i.e., new pavement) of New York State Department of Conservation (NYSDEC) regulated freshwater wetlands adjacent area.
- A total of 305.0 acres of habitat³ (primarily fragmented habitat within the existing transportation right-of-way), including 10.3 acres of trees, would be removed; and

³ The fragmented habitat is within interchange areas and maintained transportation right-of-way, is common throughout the region, and of low ecological value due to low species diversity, high level of anthropogenic activities, and dominance of non-native, invasive vegetation. Other communities present within the Project Area include successional southern hardwoods, floodplain forests, successional old fields, successional

- Adverse visual effects at 13 of 32 viewpoints selected for analysis.

The Community Grid Alternative would have the following adverse impacts:

- 20.44 acres of land would be acquired, with the displacement of 35 employees, and a loss of annual tax revenue of \$135,954.
- Up to three intersections would operate at LOS E or F during peak hours;
- Noise impacts would occur at 557 out of 2,817 receivers without abatement;
- 0.98 acres of EO 11990 wetland (0.89 vegetated wetlands and 0.07 open surface waters) and 2.22 acres of NYSDEC-regulated freshwater wetlands adjacent area would be permanently affected (i.e., new pavement) by the Community Grid Alternative;
- A total of 1,050.4 acres of habitat (primarily fragmented habitat within the existing transportation right-of-way), including 17.9 acres of trees, would be removed; and
- Adverse visual effects at six of the 32 viewpoints selected for analysis.

Substantial Differences in Costs among the Alternatives

The estimated total project costs are \$2.42 billion for the Viaduct Alternative and \$2.25 billion for the Community Grid Alternative.

Conclusion

Based on the above, and with consideration of comments provided on the DDR/DEIS and Draft Section 4(f) Evaluation, FHWA and NYSDOT have determined that there is no feasible and prudent alternative that avoids the use of Section 4(f) properties, and the Project incorporates all possible planning to minimize the harm that results in the identified Section 4(f) properties. The Community Grid Alternative is the alternative with least harm to Section 4(f) properties.

7.6 COORDINATION

7.6.1 COORDINATION WITH OFFICIALS WITH JURISDICTION

As required by the Section 4(f) regulations (23 CFR § 774.5), the Draft Section 4(f) Evaluation for the Project was provided for coordination and comment to the officials with jurisdiction over the Section 4(f) resources that would be used by the Project. For historic sites, the officials with jurisdiction are SHPO and ACHP. SHPO provided concurrence with the Section 106 effects findings for the I-81 Viaduct Project as shown through correspondence provided in **Appendix E-7**.

NYSDOT has and will continue to coordinate with the City of Syracuse Department of Parks, Recreation, and Youth Programs and SHA, as the official with jurisdiction over Wilson Park, during

shrublands, freshwater wetlands, and open surface waters (see **Section 6-4-8, General Ecology and Wildlife Resources**).

project development (see **Appendix N**). NYSDOT met with these officials on January 30, 2017, February 16, 2017, and May 8, 2017 and presented options to mitigate the Project's use of Wilson Park. The officials provided written documentation of their preferred mitigation option, and NYSDOT has incorporated the proposed mitigation into the Project. NYSDOT continues to meet with the City of Syracuse and SHA.

NYSDOT provided the Draft Section 4(f) Evaluation to the U.S. Department of Interior (DOI) and officials with jurisdiction on July 16, 2021, for coordination and comment for a period of 90 days. The U.S. Department of Interior issued a letter on October 13, 2021 and stated that they had no objection to the proposed Section 4(f) finding provided that FHWA received concurrence from the agencies with jurisdiction over Wilson Park. On November 22, 2021, NYSDOT requested formal concurrence from the officials with jurisdiction over Wilson Park, and the City of Syracuse and Syracuse Housing Authority submitted letters of concurrence on January 31, 2022 and February 2, 2022, respectively. Please refer to **Appendix N** for copies of these letters.

7.6.2 PUBLIC INVOLVEMENT

The Draft Section 4(f) Evaluation was made available for public review and comment during the public review period for the DDR/DEIS. Written comments (mail, email, and written) and oral submissions at the public hearing were accepted from July 16, 2021 through October 14, 2021. During the public comment period, copies of the DDR/DEIS and Draft Section 4(f) Evaluation were available for review on the Project's website (<https://www.dot.ny.gov/i81opportunities>) and at many publicly accessible repositories. In addition, two public hearings were held, and NYSDOT hosted nine neighborhood meetings where the public could submit oral testimony privately to a stenographer or submit written comment forms.

This Final Design Report/Final Environmental Impact Statement (FDR/FEIS) provides a summary of substantive comments received on the DDR/DEIS and Draft Section 4(f) Evaluation during the public review period (see **Appendix M-5**). There were no public comments that necessitated updated or new information to be presented in this Final Section 4(f) evaluation.