

Appendix E

Historical and Cultural Resources

Appendix E-1
Area of Potential Effects (APE)

Section 106 Review: Documentation of the Area of Potential Effect (APE)

The New York State Department of Transportation (NYSDOT/the Department), in coordination with the Federal Highway Administration (FHWA), is proposing a highway project to address existing structural, geometric, and operational deficiencies of Interstate 81 (I-81) in the City of Syracuse, Onondaga County, New York. The Department is also investigating modifications along Interstate 690 (I-690) approximately between its interchange at West Street and Lodi Street, and on Interstate 481 (I-481) from its southern to northern termini (see **Figure 1**). The I-81 Viaduct Project (the Project) is an undertaking subject to review under Section 106 of the National Historic Preservation Act, as amended, and its implementing regulation, 36 CFR Part 800. FHWA, in cooperation with NYSDOT, plans to carry out the Section 106 process in coordination with other environmental reviews, including an Environmental Impact Statement (EIS), which is being prepared in accordance with the National Environmental Policy Act (NEPA) of 1969.

The I-81 project corridor is important to the efficient movement of people and goods in and around greater Syracuse and is also important to the integrity of the national transportation network. Within greater Syracuse, I-81 is a principal north-south transportation route for commuters, travelers, and commercial vehicles and provides direct access to downtown. Nationally, I-81 is a north-south corridor that extends from Tennessee to Canada, providing links to major cities, such as Washington, D.C. Philadelphia and New York City, via east-west connections. I-690 is a principal east-west arterial in Syracuse that also provides direct access to downtown. The purpose of the Project is to address structural deficiencies and non-standard highway features in the I-81 corridor while creating an improved corridor through the City of Syracuse that meets transportation needs and provides the transportation infrastructure to support long-range planning efforts. Five project objectives have been developed in support of the project purpose. The project objectives are to:

- Address vehicular, pedestrian, and bicycle geometric and operational deficiencies in the I-81 viaduct priority area;
- 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 I-81 viaduct priority area;
- Address structural deficiencies in the I-81 viaduct priority area;
- Maintain or enhance the vehicular, pedestrian, and bicycle connections in the local street network within the project area to allow for connectivity between neighborhoods, the downtown business district, and other key destinations; and
- Maintain access to existing local bus service and enhance transit amenities within and adjacent to the I-81 viaduct priority area.

Alternatives under consideration include: (1) the No-build Alternative; (2) Viaduct Alternative; and (3) Community Grid Alternative. NEPA requires examination of a No Build Alternative, which serves as a baseline to which the other alternatives can be compared. The Viaduct Alternative would involve full reconstruction of I-81 between approximately Colvin Street and Spencer Street, as well as modifications to highway features north of Spencer Street to Hiawatha Boulevard, and along I-690. The Community

Grid Alternative would involve the demolition of the existing viaduct between the New York, Susquehanna and Western Railway bridge and the I-81/I-690 interchange. The section of I-81 between the southern I-81/I-481 interchange and the I-81/I-690 interchange in downtown Syracuse would be re-designated as an interstate, and the existing I-481 would be re-designated as the new I-81.

Definition of the Area of Potential Effects (APE)

As defined in 36 CFR Part 800.16(d), the area of potential effects (APE) represents the geographical area within which the Project “may directly or indirectly cause alterations in the character or use of historic properties, if any such properties exist”, and defines the area in which identification efforts will occur for architectural and archaeological properties.

In accordance with 36 CFR Part 800.4(a)(1), an area of potential effects (APE) has been defined for the I-81 Viaduct Project based upon a combined scope of work for both alternatives under consideration (see **Figure 2**) and will establish the geographical scope of efforts for the identification of historic properties:

- archaeological resources within APE associated with direct physical effects, and
- architectural resources within the Project APE, including both direct and indirect effects.

The entire Project APE incorporates potential direct and indirect (visual and auditory) effects associated with the two alternatives currently under consideration. The existing topography and building heights have also been taken into consideration in the development of the Project APE. As distance and obstructions increase, the potential for adverse effects to a resource’s setting due to visual and audible effects decreases. The APE includes areas that would have the most proximate and unobstructed views to the project site and areas in which proposed project elements could potentially adversely affect the character or setting of historic properties.

Within the APE, a smaller area representing potential direct effects from physical alterations or ground disturbance associated with the project has been identified. This area, defined as the project site, represents the combined limits of disturbance (LOD) of the two project alternatives and includes the area in which the proposed project alternatives have the potential to result in direct effects to cultural resources.

The Project has been divided into four areas including the Viaduct Study Area (the largest portion of the project site in downtown Syracuse) and three outlying areas (the North, South, and East Study Areas) where interchange improvements would occur. The proposed APE is described, below, in terms of its relationship with the Project.

Viaduct Study Area

Where the proposed project would result in street improvements limited in scope to changes in traffic direction, re-striping of roadways, changing traffic signals, and similar, the preliminary APE has been delineated to include only parcels that are either partially within or immediately adjacent to the project site boundaries. Along I-81 from Division Street north, the APE is also defined to include parcels that are partially within or immediately adjacent to the project site to account for the potential for effects resulting from road and bridge improvements, which would be constructed in locations and at elevations similar to existing.

Along West Street from I-690 to the southern terminus of the project site along West Street, project improvements would mainly consist of the replacement of existing infrastructure with proposed project elements at a lower height than existing. In order to account for potential effects on historic resources, the APE has been drawn to include parcels within or adjacent to the project site as well as parcels within approximately one block of the project site. Where structures or other physical features do not intervene between the project site and parcels within immediately adjacent blocks, those parcels were included in the APE.

Additionally, the APE was extended to also include parcels located beyond one block from the project site where intervening structures are either non-existent or small enough in scale that adjacent parcels possess a proximate and unobstructed relationship to the project site. Portions of the Viaduct Study Area for which this delineation methodology has been used include the following:

- The area in the vicinity of I-81 between I-690 and Burt Street where the height of the proposed viaduct would be up to 15 feet higher than existing; and
- The area in the vicinity of the I-690 interchange with I-81 where the proposed I-690 viaduct would be up to 15 feet higher than existing. The construction of missing connector ramps would result in ramps up to 40 feet higher than existing I-690.

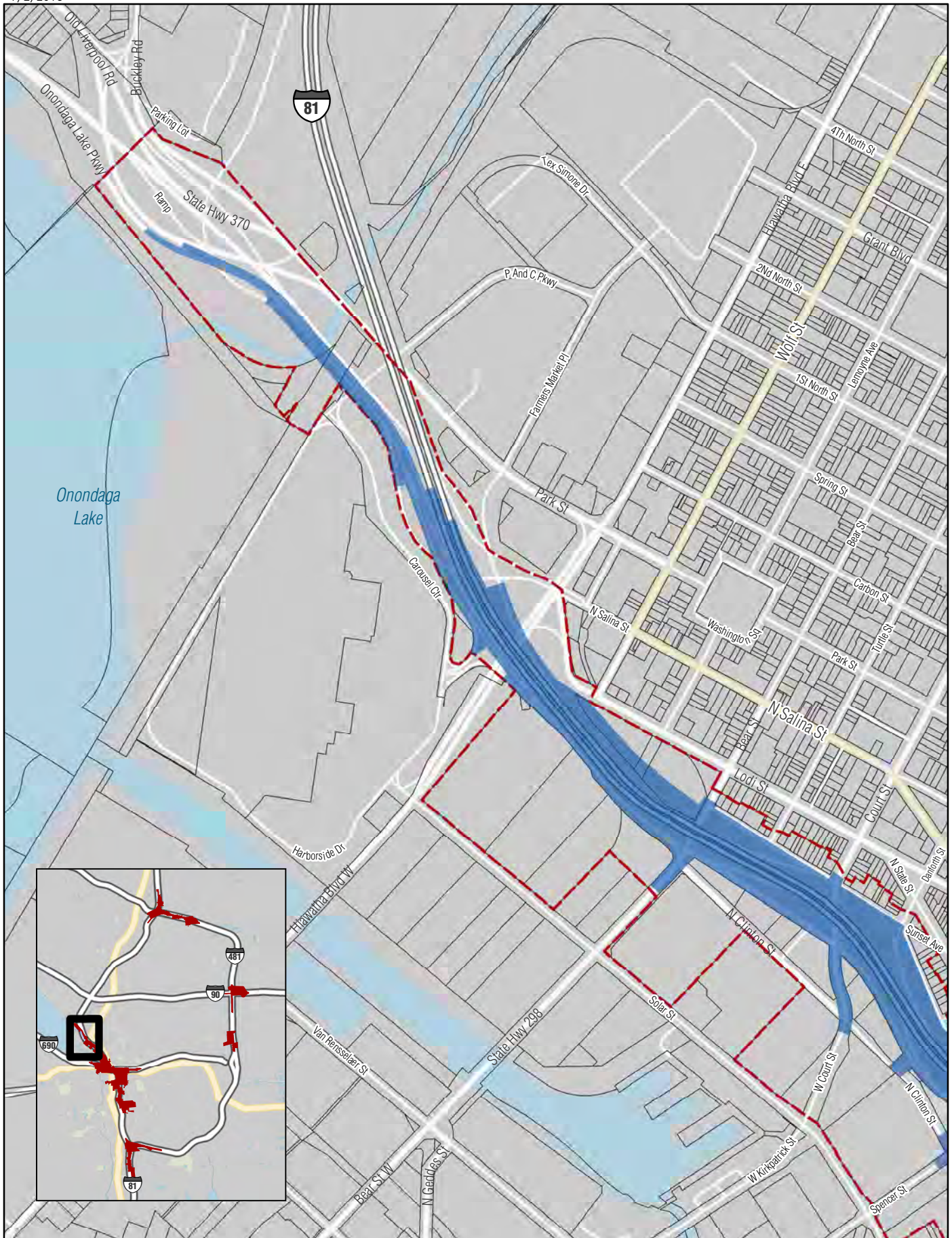
Along I-690 between McBride Street and the eastern end of the project site, the APE has been delineated to include between one half block and one block from the project site to include areas with direct and proximate views of the project site. The change in height of the proposed viaduct along the eastern portion of I-690 would be minimal.

Along I-81 south of Burt Street, the APE includes parcels within and adjacent to the project site. Additional parcels beyond these were included where direct and proximate views of the project site are afforded because no structures or other physical features intervene between the project site and adjacent parcels, additional parcels were included in the APE. The change in height of the proposed I-81 viaduct along the southern portion of the project site would be minimal.

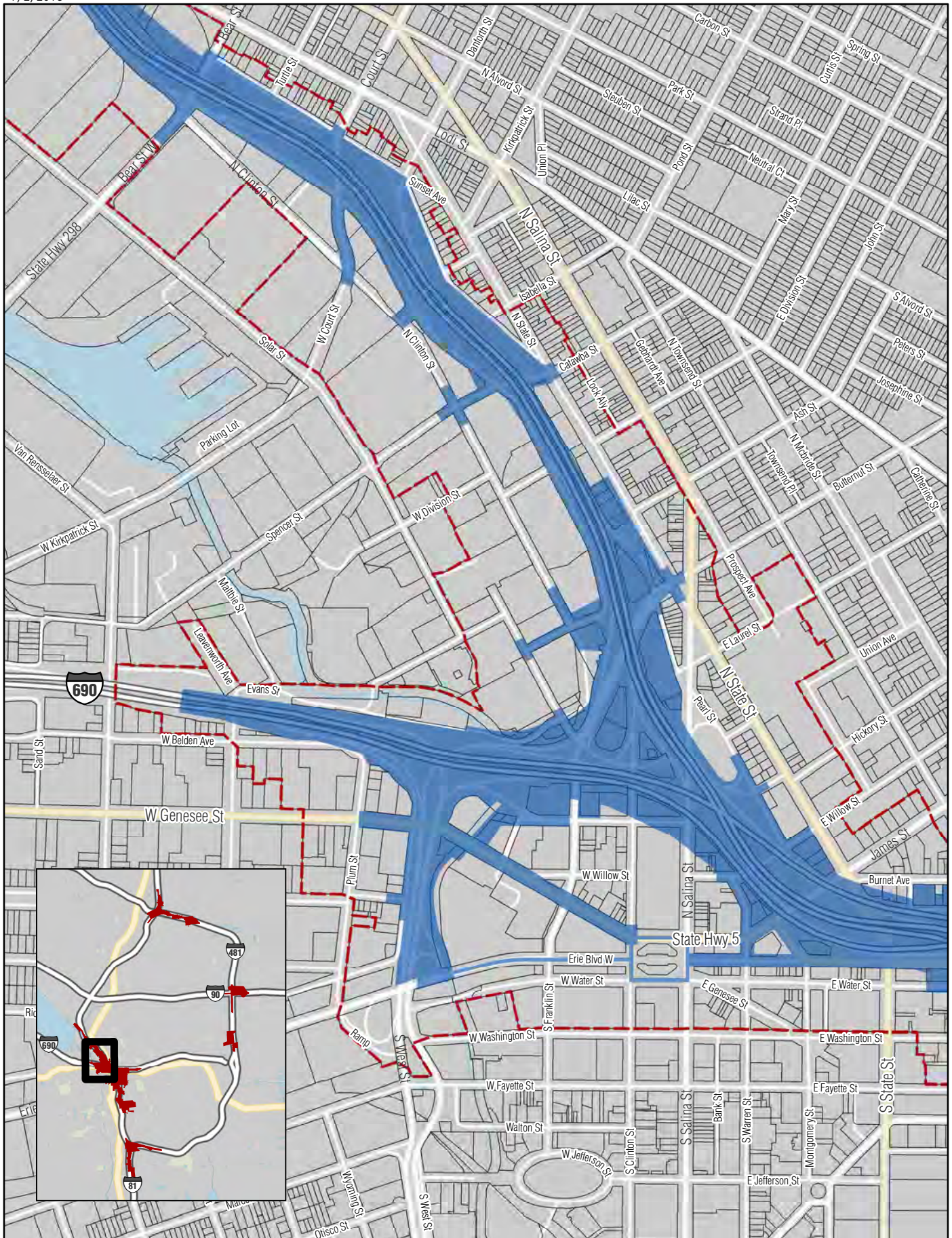
North, South, and East Study Areas

Three interchange areas that are not contiguous with the Viaduct Study Area described above include the South Study Area (the I-481/I-81 interchange south of downtown Syracuse in the Outer Comstock area); the North Study Area (the I-481/I-81 interchange north of Syracuse in the Town of Cicero); and the East Study Area (the I-481/ I-90 interchange east of Syracuse in the Town of DeWitt). In the South and East Study Areas, road and ramp improvements would be at heights similar to existing. In the North Study Area, road and ramp improvements would result in infrastructure at heights up to 30 feet higher than existing. Because all of these interchange areas are located in less developed areas and the visibility of the interchange areas is generally limited in scope, the APE in these three Study Area includes only parcels that are within or adjacent to the project site boundaries.

Identification efforts will focus on a review and update of existing information from past studies to identify historic properties within the APE for the I-81 Viaduct Project.



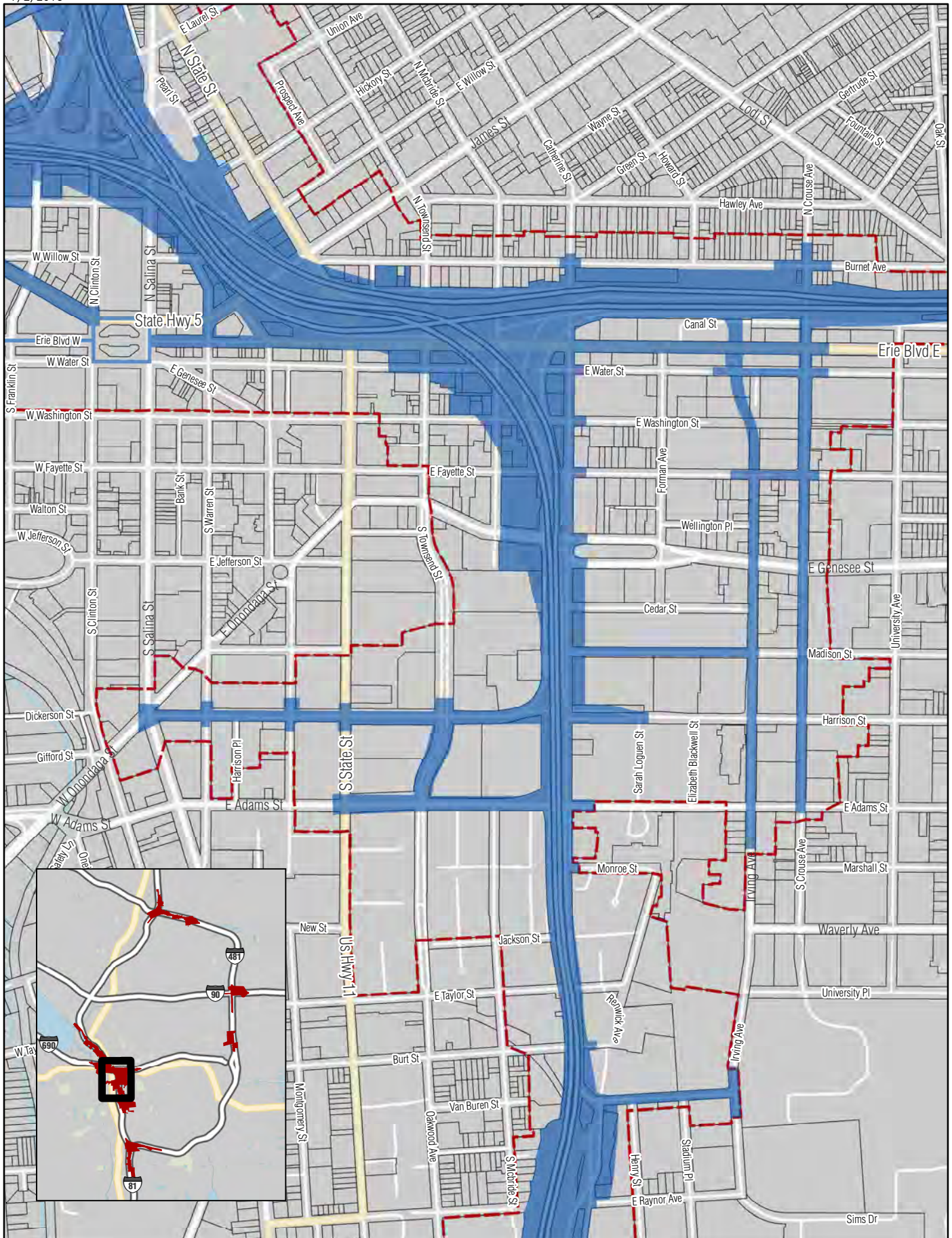
LOD
 APE Boundary
 Tax Parcel Boundary



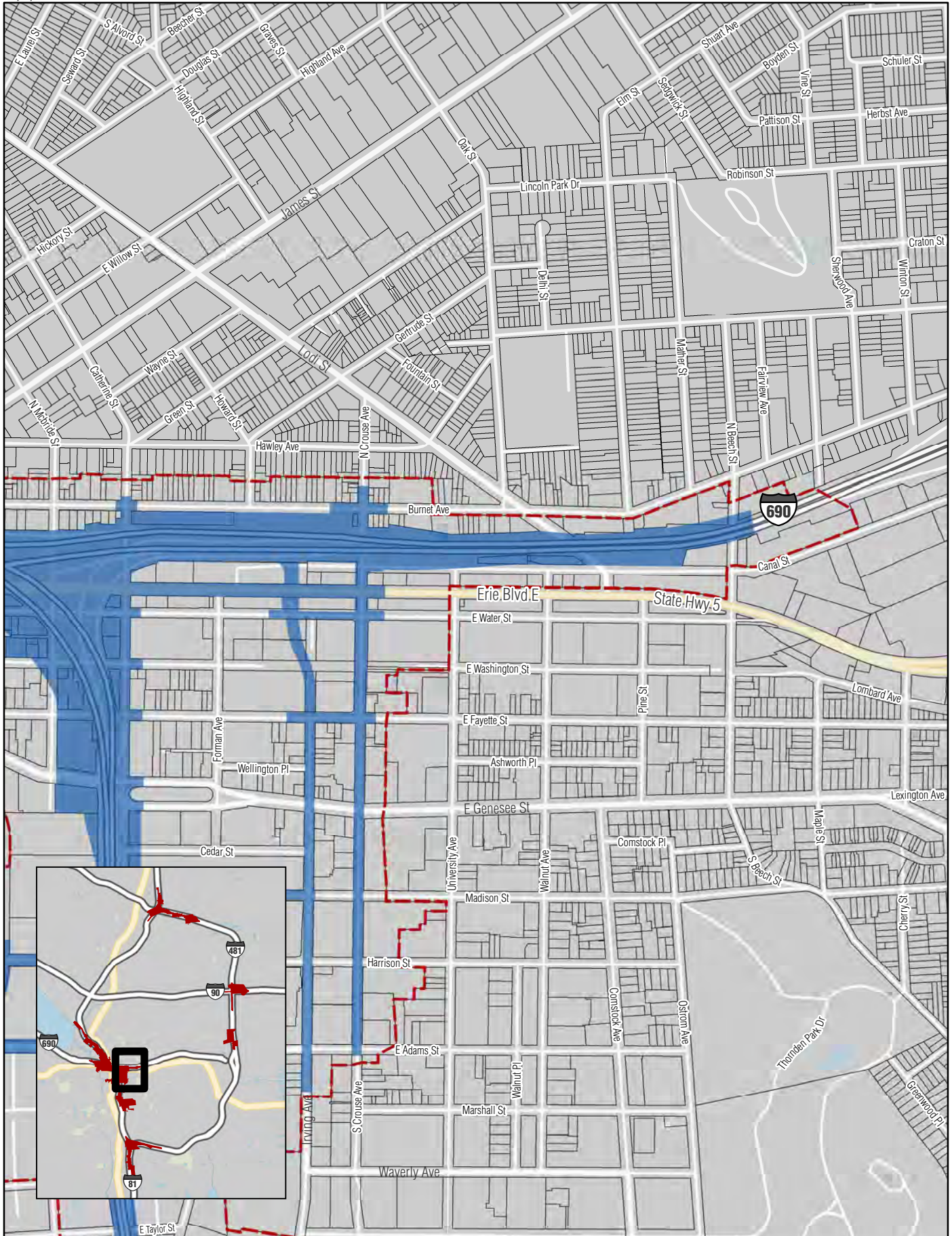
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I-81 Viaduct Project

I-81 Viaduct Study Area



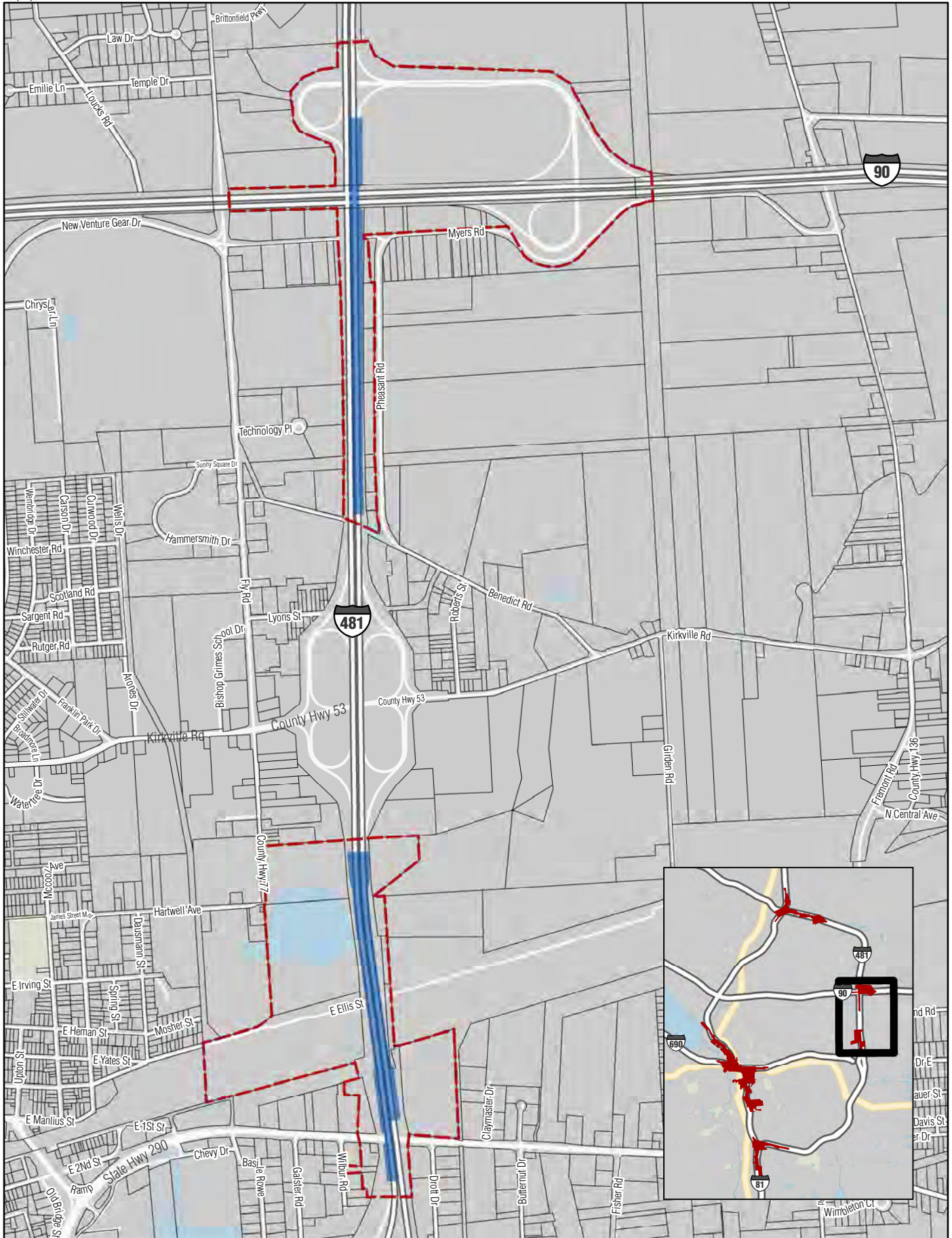
LOD
 APE Boundary
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LOD
 APE Boundary
 Tax Parcel Boundary

I-81 Viaduct Project

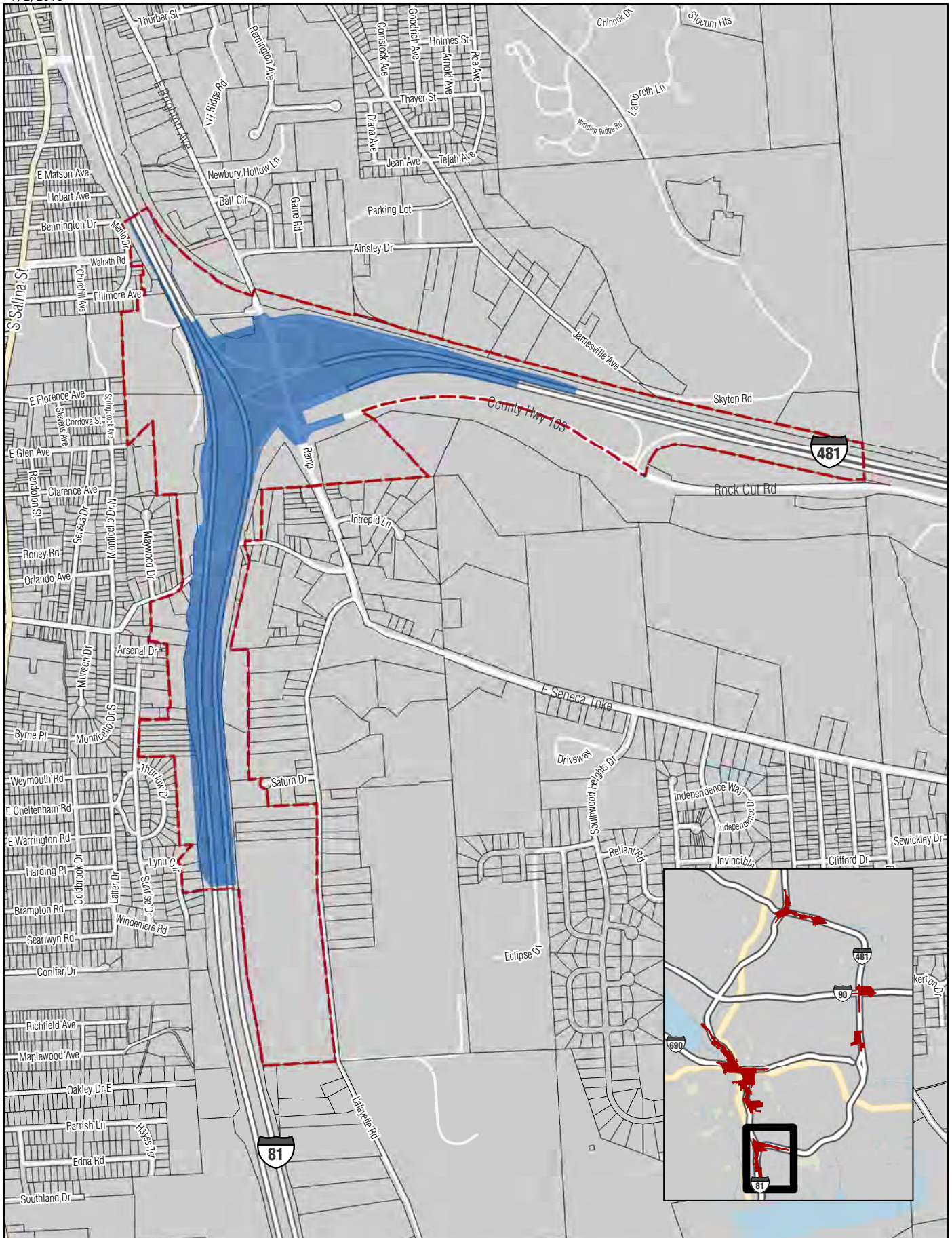
I-81 Viaduct Study Area



LOD
 APE Boundary
 Tax Parcel Boundary

I-81 Viaduct Project

I-81 East Study Area



LOD APE Boundary Tax Parcel Boundary