

Appendix H: Section 4(f) Determination

Available online at www.southveteransparkway.com



Planning and Engineering

Environmental Office 700 E Broadway Avenue Pierre, SD 57501-2586 O: 605.773.4336

dot.sd.gov

November 7, 2022

Tom Lehmkuhl, Environmental Engineer Federal Highway Administration South Dakota Division 116 East Dakota Avenue, Suite A Pierre, SD 57501

RE: **Section 4(f)** De Minimis Impact Finding for KSOO Radio Station

Project: NH 0100(110)045, PCN 01V9; NH 0100(108)407, PCN 01V6; NH 0100(106)409, PCN 01V7; NH 0100(107)411, PCN 01VA; Minnehaha County

Location: I-29 to Western Ave, Western Ave to Cliff Ave, Cliff Ave to Sycamore Ave,

Sycamore Ave to 57th St

Improvement Description: New Roadway Construction and Improvements

Dear Mr. Lehmkuhl:

This letter requests FHWA approval of a Section 4(f) *de minimis* finding for impacts to a historic property associated with the subject project. The project's compliance with NEPA will be documented as an Environmental Assessment.

Project Purpose and Need

The South Dakota Department of Transportation (SDDOT), in cooperation with the Federal Highway Administration (FHWA) and the City of Sioux Falls (City), has proposed the South Veterans Parkway Project to address continuity and capacity needs. Veterans Parkway would extend from Interstate 29 (I-29) to just south of 26th Street in Sioux Falls, South Dakota. Refer to **Attachment 1** for a project site map.

The purpose of this project is to improve continuity throughout the Sioux Falls area and prevent roadway deficiencies that would occur by the year 2050 if nothing is done. The need for this project derives from traffic forecasts for 2050 which identifies capacity and travel discontinuity issues within a 2050 planning horizon. In 2050, corridor traffic volumes are projected to range from 14,000 vehicles per day to over 36,000 vehicles per day. Growth in the area has increased congestion, resulting in an increased need for east-west connectivity in southern Sioux Falls for new commercial and residential areas. There is a need to prevent several existing City arterial streets with adjacent development from becoming congested as they are not designed to absorb these traffic volumes.

Description of 4(f) Resource(s)

The KSOO radio transmission property (SHPO ID LN00000746) is located adjacent to the project study area and is designated as a historic site that meets the definition of a 4(f) resource as defined in 23 CFR 774.17. The property retains its historic character-defining features including a radio transmission building that was built in 1952, original five-tower antenna array, and cable lines radiating out from the central building. The eligible property lies adjacent to the south side of the proposed parkway alignment. A non-historic concrete foundation for the northwest radio tower guy wire is within the Veterans Parkway construction limits. Refer to **Attachment 2** for the resource project location.

Description of 4(f) Impacts

The KSOO radio transmission site located at 26962 476th Avenue is adjacent to the intersection of South Veterans Parkway and its intersection with Southeastern Avenue. South Veterans Parkway will be approximately centered on the north property line of the KSOO radio transmission site. Southeastern Avenue on the west side of the radio tower site is now a gravel road but will be upgraded to a four-lane urban street with sidewalk and turning lanes in conjunction with the South Veterans Parkway project. The project will have no impact to any features or structures associated with the historic components or character-defining elements of the communications property, including the original radio towers or the transmission building. The site was recommended as eligible for NRHP listing for its state-level significance under Criterion A in the area of communications in a 2021 Level III archaeological resources survey. In October 2021, the South Dakota State Historic Preservation Office (SHPO) concurred with the determination that the residence was NRHP eligible (LN0000746). **Attachment 3** shows the project construction limits in the area of the KSOO radio station. All disturbed areas close to the 4(f) site will be fully restored after construction is complete.

Description of 6(f) Properties and Affects

There are no Land and Water Conservation Fund (Section 6(f)) properties adjacent to the project.

Avoidance, Minimization, and Mitigation

The property is adjacent to the proposed roadway, but no contributing features of the property are located within the limits of disturbance. The proposed limits of disturbance lie approximately 600 feet north of the transmission building and approximately 100 feet north of the nearest (northernmost) radio tower. Options are available to minimize or avoid impacts to the modern guy wire and foundation. The following measures to minimize harm will be incorporated into the plans as plan notes and as environmental commitments in the environmental document:

- Evaluate options to minimize or avoid impacts to the modern guy wire and foundation during final design.
- Avoidance of all historic character-defining features associated with the KSOO radio transmission site.
- Construction plan sheets will address the location adjacent to proposed construction limits to protect the existing 4(f) resource.
- The staging and/or storage of construction equipment or materials shall not take place outside proposed construction limits that are within or adjacent to the defined boundaries of the 4(f) resource.

Date

Agency and Public Coordination

The intent to make a de minimis impact determination was coordinated with the Official with Jurisdiction (OWJ) on 9/21/2021. The Section 106 process resulted in a determination of "no adverse effect" with the written concurrence of the SHPO on 10/4/2022 (See **Attachment 3**). The public will be informed of the de minimis impact determination as part of the public comment period following the release of the Supplemental Environmental Assessment and be given opportunity to provide input.

Conclusion

Based on the information provided, SDDOT seeks FHWA's determination that the construction activities associated with the subject project are a *de minimis* impact to the resources described as the project will not adversely affect the activities, features or attributes that make the KSOO radio transmission property (SHPO ID LN00000746) eligible for Section 4(f) protection.

If there are any questions, please contact me at (605-773-3568).

Sincerely,

Chad Babcock

Environmental Scientist Manager

The FHWA, SD Division has reviewed the information as described in this document and finds the impacts to Section 4(f) resource are *de minimis* as defined under 23 CFR 774.

Tom Lehmkuhl South Dakota Division Federal Highway Administration

Cc: Joanne Hight, SDDOT

Attachment 1 (Study Area Map), Attachment 2 (KSOO Radio Transmission Site), Attachment 3 (Section 106 Consultation – OWJ Coordination)

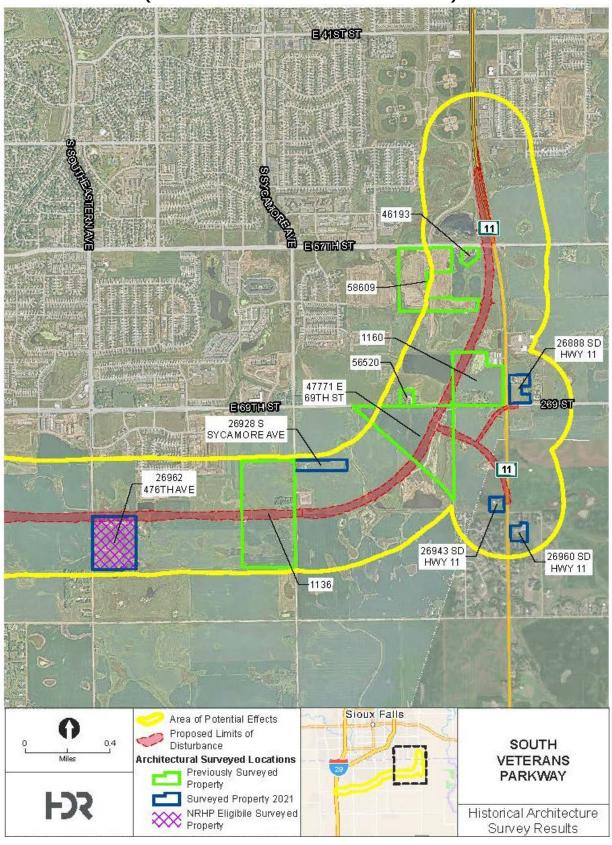
Attachment 1 (Study Area Map) 11 S MARION RD W 49TH ST W 57TH ST E 57TH ST W 69TH ST 269 ST E 69TH ST S TALLGRASS AVE W85THST E85THST 11 271 ST 115 Brandon 472 AVE Sioux Falls

Study Area



LOCATION MAP

Attachment 2 (KSOO Radio Transmission Site)



Attachment 3 (Section 106 Consultation – OWJ Coordination)



Planning and Engineering

Environmental Office

700 E Broadway Avenue Pierre, SD 57501-2586 O: 605.773.4336

dot.sd.gov

September 21, 2021

Justin Woods, Review & Compliance Archaeologist State Historic Preservation Office Cultural Heritage Center 900 Governors Drive Pierre, SD 57501-2217

RE: Project NH0100(110)045, PCN 01V9, I-29 to Western Ave

Project NH0100(108)407, PCN0 1V6, Western Ave to Cliff Ave Project NH0100(106)409, PCN0 1V7, Cliff Ave to Sycamore Ave Project NH0100(107)411, PCN 01VA, Sycamore Ave to 57th St

South Veterans Parkway, Sioux Falls, SD

Grading, PCC Surfacing, Curb & Gutter, Storm Sewer, Signals, Lighting

Dear Mr. Woods:

Attached for your review are two cultural resources survey reports: *Architectural Resources Investigation for South Veterans Parkway Project, Sioux Falls, South Dakota* by HDR Engineering and *A Level III Cultural Resources Survey of Previously Unsurveyed Portions of South Veterans Parkway Project Areas in Lincoln and Minnehaha County, South Dakota* by Kogel Archeological Consulting Services. The architectural resources report covers structures that were not previously old enough for evaluation during the 2003 and 2012 environmental assessments (EAs) completed for the project, while the archeological resources report covers minimal areas not previously surveyed due to minor design modifications. SHPO previously concurred with the *No Adverse Effect* and *No Effect to Historic Properties* findings associated with the EAs on 5/6/2010, 5/10/2010, 9/8/2011, and 9/15/2011.

A supplemental EA is being prepared address changes that have occurred since 2012, as such these additional cultural resource investigations were undertaken to supplement previous work. The architectural investigation identified 10 historic-age (built in or prior to 1976) above-ground resources in the Project APE in the 2021 survey. Two resources were previously identified (39LN2007 and 39LN2016) so the report addressed the 8 newly surveyed/evaluated properties. One newly recorded property, the KSOO radio transmission site at 26962 476th Avenue, is recommended eligible for the NRHP for state-level significance under Criterion A (LN00000746). The property is adjacent to the proposed roadway, but no contributing features of the property are located within the limits of disturbance. The proposed limits of disturbance lie approximately 600 feet north of the transmission building and approximately 100 feet north of the nearest (northernmost) radio tower. A non-historic concrete foundation for the northwest radio tower guy wire is within the Veterans Parkway construction limits. During the final design phase of the project, options will be reviewed to minimize or avoid impacts to the modern guy wire and foundation. SDDOT concurs that LN00000746 is eligible for NRHP listing and requests SHPO concurrence in this eligibility assessment.

The archaeological survey examined total of 19 discrete locations encompassing a total of approximately 9.6 acres within the APE. No archaeological sites were identified as a result of this work. Based on the previous ground disturbances noted across the survey area, numerous previous cultural resources surveys, coupled with the small area of the project areas, the potential for buried historic properties within the project area is considered low.



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As a result of ongoing cultural resource investigations three historic properties have been identified within the Project APE: 39LN2007, 39LN2016, and LN00000746. Eligibility and project effect associated with sites 39LN2007 and 39LN2016 was coordinated with your office in 2011. The supplemental cultural resource survey identified one additional historic property, LN00000746, the KSOO radio transmission site at 26962 476th Avenue. As currently designed, the Project will have no impact to any features or structures associated with the historic components or character-defining elements of the communications property, including the original radio towers or the transmission building. Given this, the SDDOT recommends and requests SHPO concurrence that the project will continue to have *No Adverse Effect* on historic properties, as previously determined in 2010 and 2011.

In 2011, SDDOT consulted with your office regarding the *de minimis* finding for the NRHP-eligible sites 39LN2016 and 39LN2007. There are no changes to the eligibility for either of these sites and we have determined that a *de minimis* finding is still appropriate. If your office concurs with the eligibility assessment outlined here for LN00000746, FHWA intends to make a *de minimis* impact determination in accordance with the 23 CFR 774.5.

Should any evidence of buried cultural resources be encountered during the project construction activities, such activities will cease and the SHPO in Pierre or the ARC in Rapid City will be notified immediately in order to determine an appropriate course of action.

Sincerely,

Kit Bramblee

Environmental Scientist Manager

605.773.3721

Attachment







October 4th, 2021

Mr. Kit Bramblee
Department of Transportation
Environmental Office
700 E. Broadway Avenue
Pierre, SD 57501-2586

SECTION 106 PROJECT CONSULTATION

Project: 210923001F –
NH0100(110)045, PCN 01V9, I-29 to Western Ave
NH0100(108)407, PCN 01V6, Western Ave to Cliff Ave
NH0100(106)409, PCN 01V7, Cliff Ave to Sycamore Ave
NH0100(107)411, PCN 01VA, Sycamore Ave to 57th St
South Veterans Parkway, Sioux Falls SD Roadway Construction
Location: Minnehaha County and Lincoln County
(FHWA/DOT)

Dear Mr. Bramblee,

Thank you for the opportunity to comment on the above-referenced project pursuant to 54 U.S.C. 306108 (Section 106) of the National Historic Preservation Act of 1966 (as amended). The Office of the South Dakota State Historic Preservation Officer (SHPO) concurs with your determination regarding the effect of the proposed undertaking on the non-renewable cultural resources of South Dakota.

On September 23rd, 2021, we received your letter and enclosures pertaining to the proposed Roadway Construction for PCN 01V9, PCN 01V6, PCN 01V7, and PCN 01VA in Minnehaha and Lincoln Counties. Included in the enclosures was the report titled "A Level III Cultural Resources Survey of the Previously Unsurveyed Portions of South Veteran Parkway Project Areas in Lincoln and Minnehaha County, South Dakota" by Troy Kogel of Kogel Consulting Services, and "Architectural Resources Investigation for South Veterans Parkway Project South Veterans Parkway" by HDR inc. Mr. Kogel's report identified two previously recorded archaeological sites: a portion of the Chicago, Milwaukee, and St. Paul (CMSP) Railroad (39LN2007) and a portion of the Chicago, Rock island Railroad (39LN2016) are within in the project area, which has been determined eligible for the National Register of Historic Places. Previous SHPO Concurrence determined these portions of the sites 39LN2007 and 39LN2016 were non-contributing elements. (SHPO ID: 071009009F) Based upon the information provided, the KSOO Radio Transmission tower (SHPO ID: LN00000746) should be considered "Eligible" for listing on the National

Register of Historic Places. Therefore, SHPO concurs with your determination of "No Adverse Effect" for the proposed undertaking.

Project activities occurring in any areas not identified in your original request, will require the submission of additional documentation as described in 36 C.F.R. § 800.4.

Concurrence of the SHPO does not relieve the federal agency official from consulting with other appropriate parties, as described in 36 C.F.R. § 800.2(c).

If historic properties are discovered or unanticipated effects on historic properties are found after the agency official has completed the process outlined by 54 U.S.C. 306108 (Section 106) of the National Historic Preservation Act, the agency official shall avoid, minimize, or mitigate the adverse effects to such properties and notify the SHPO and Indian tribes that might attach religious and cultural significance to the affected property within 48 hours of the discovery, pursuant to 36 C.F.R. § 800.13.

Should you require any additional information, please do not hesitate to contact Justin Woods at <u>Justin.Woods@state.sd.us</u> or at (605)773-6004. Your concern for the non-renewable cultural heritage of our state is appreciated.

Sincerely,

Ted Spencer

State Historic Preservation Officer

Justin Woods

Review and Compliance Archaeologist

CC: Jane Watts - Archaeological Research Center, Rapid City

Brian Huot - Archaeological Research Center, Rapid City

From: Vande Kamp, Kendall

Sent: Wednesday, November 2, 2022 9:04 AM

To: sausen@SIOUXFALLS.org

Cc: Hoff, Steven; Leiferman, Mark; Rust, Jill

Subject: FW: South Veterans Parkway - 4(f) & EA update

Attachments: Pages from J12509 MPO Bicycle Plan (6).pdf; Pages from

J12509_MPO_Bicycle_Plan (6) 1.pdf; RE: South Veterans Parkway - 4(f)

Shannon,

See email below and attached pdfs. I would ask for the City to please provide a response to the highlighted request below – that is to confirm or deny that the primary designation for the "bike routes" identified in the Sioux Falls MPO Bicycle Plan along Western Avenue, Minnesota Avenue, Cliff Avenue, and Southeastern Avenue in the vicinity of South Veterans Parkway is not recreation. Tom had brought up the shared use path along MN Ave/SD115; however, I figured I should also confirm that the other designated "bike routes" along other arterials in the vicinity of South Veterans Parkway are not designated primarily for recreation as well.

Also an email update from Chad Babcock indicating to expect comments from Tom the end of this week.

Thank you!

Kendall Vande Kamp D 605.782.8115 **M** 507.360.4186

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From: Vande Kamp, Kendall

Sent: Friday, October 21, 2022 4:54 PM

To: Ausen, Shannon <sausen@SIOUXFALLS.org>

Cc: Babcock, Chad <Chad.Babcock@state.sd.us>; Rust, Jill <jill.rust@hdrinc.com>

Subject: FW: South Veterans Parkway - 4(f)

Hi Shannon,

Chad Babcock and I met today regarding the South Veterans Parkway 404 application. We are expecting to submit it early next week.

Next, the 4(f) topic. Chad provided insight based on discussions he had with Tom on what is needed to close the loop on the 4(f) topic as it relates to his questions about the Shared Use Path along Minnesota Avenue being a 4(f) resource. As background, FHWA must comply with 23 CFR 774.13(f) when determining if a Section 4(f) approval is necessary for the use of a trail, path, bikeway, or sidewalk. If the publicly owned facility is **primarily** used for transportation and is an integral part of the local transportation system, the requirements of Section 4(f) <u>would not</u> apply since the **primary** use is not for recreation. Tom is questioning the 4(f) status of the shared use path along SD 115 / Minnesota

Avenue. We did not identify it as a 4(f) resource, but neither did we provide documentation to refute that it is a 4(f) resource.

The Sioux Falls MPO Bicycle Plan which distinguishes the difference between Routes and Trails can be found here: https://www.siouxfalls.org/bikeplan. It states that "The MPO Bicycle Routes as shown on Map 3 (on page 15) have been designated as a vital bicycle transportation corridors that link various MPO communities". The 1st attachment is a map showing the Routes. There are Routes identified along the following arterial roadways that intersect the proposed South Veterans Parkway: Western Avenue, Minnesota Avenue, Cliff Avenue, and Southeastern Avenue.

The second attachment identifies the bike trails (existing and future). There are approximately 20 miles of recreational bicycle trails which generally follow the Big Sioux River and Skunk Creek Greenway. Trails are designated as recreational facilities according to the MPO Bike Plan (primary use = recreational). No existing trails are shown to be in proximity to South Veterans Parkway

In order to close this loop, I would ask for the City (i.e., "Official With Jurisdiction") to confirm (or deny) our understanding of the MPO Bike Plan that the primary use of the bike routes identified along Western Avenue, Minnesota Avenue, Cliff Avenue, and Southeastern Avenue in the vicinity of South Veterans Parkway is not recreation.

Thank you!

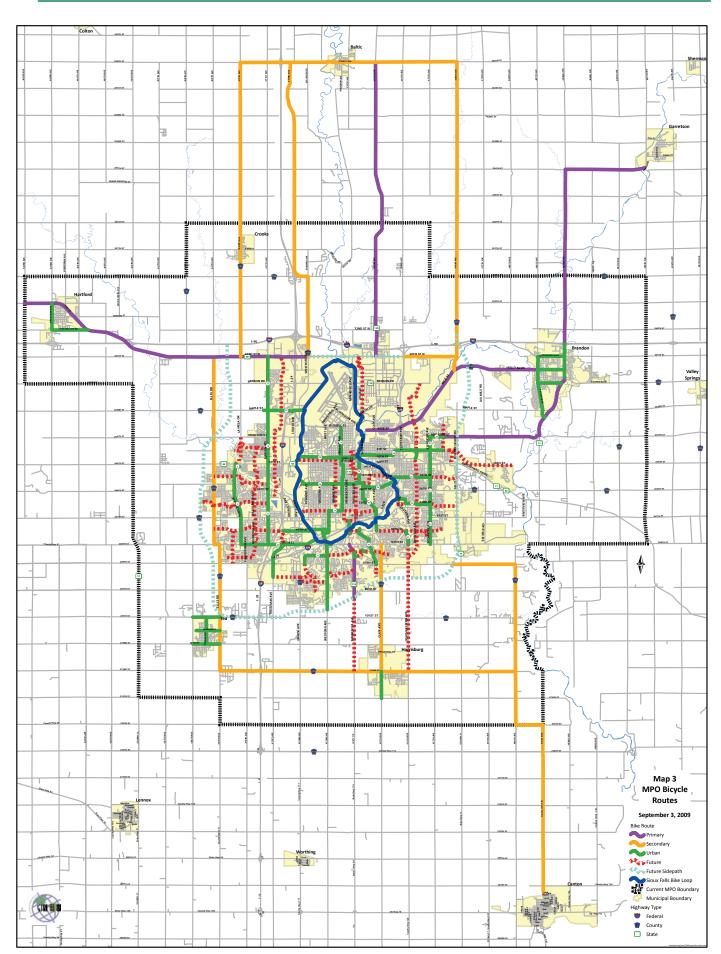
Kendall Vande Kamp

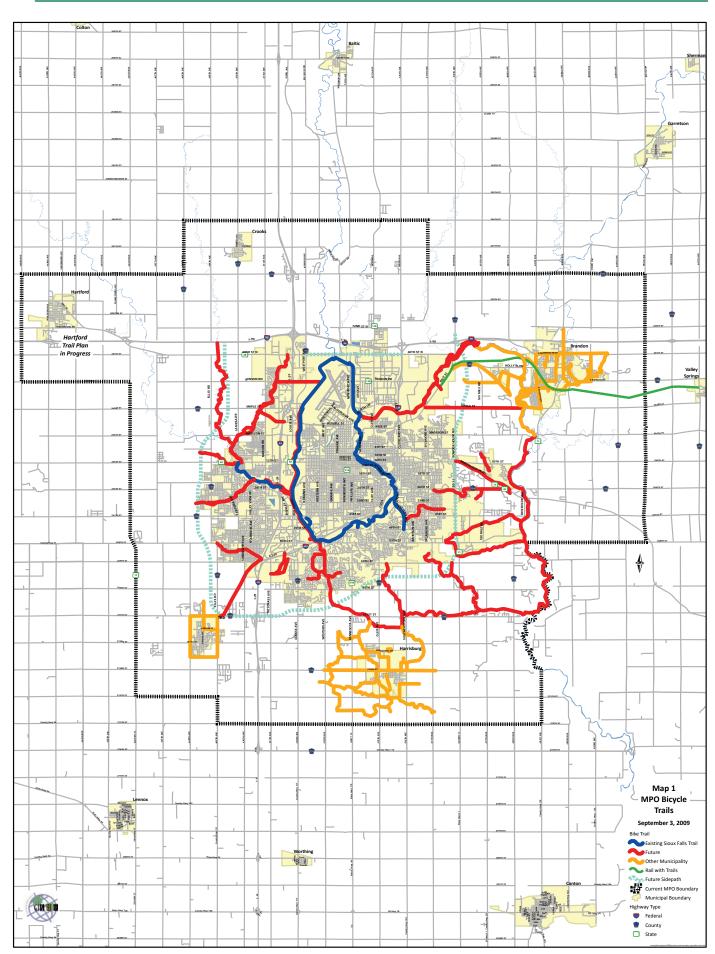
Environmental Scientist

HDR

101 South Phillips Avenue, Suite 401 Sioux Falls, SD 57104-6735 D 605.977.7740 M 507.360.4186 kendall.vandekamp@hdrinc.com

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From: Ausen, Shannon <sausen@SIOUXFALLS.org>
Sent: Thursday, November 3, 2022 3:39 PM

To: Vande Kamp, Kendall

Cc: Hoff, Steven; Leiferman, Mark; Rust, Jill

Subject: RE: South Veterans Parkway - 4(f) & EA update

CAUTION: [EXTERNAL] This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Good afternoon,

This email is to confirm the shared use paths identified in the MPO Bike Plan in the vicinity of South Veterans Parkway adjacent to Western Avenue, Minnesota Avenue, and Cliff Avenue are NOT recreation trails. They are shared use paths and their primary designation is for transportation/commuter route for multi modes.

I hope this clears up the confusion. Thanks!

Shannon R. Ausen, PE
Engineering Program Manager
City of Sioux Falls Public Works: Engineering
231 North Dakota Avenue
City Center
Sioux Falls, SD 57104
605-367-8607

From: Lehmkuhl, Tom (FHWA) <tom.lehmkuhl@dot.gov>

Sent: Friday, November 4, 2022 2:41 PM **To:** Vande Kamp, Kendall; Babcock, Chad

Cc: Ausen, Shannon; Hight, Joanne; Leiferman, Mark

Subject: RE: Minnesota Avenue sidewalk - 4f

Attachments: 2022_1103_E_(4f OWJ confirmation - shared use paths are not recreation

trails)_City_HDR.pdf; Map 1&2_Sioux Falls Bike-Plan-7-6-15.pdf

CAUTION: [EXTERNAL] This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

FHWA concurs in the determination of no Section 4(f) applicability to the shared use path on SD-115/Minnesota Avenue.

I am unable to confirm the 4(f) applicability to the other shared-use paths, which Project potentially could impact, that you identify along Western, Cliff, and Southeastern Avenues within the City of Sioux Falls Rec Trails GIS. [see below screenshot]



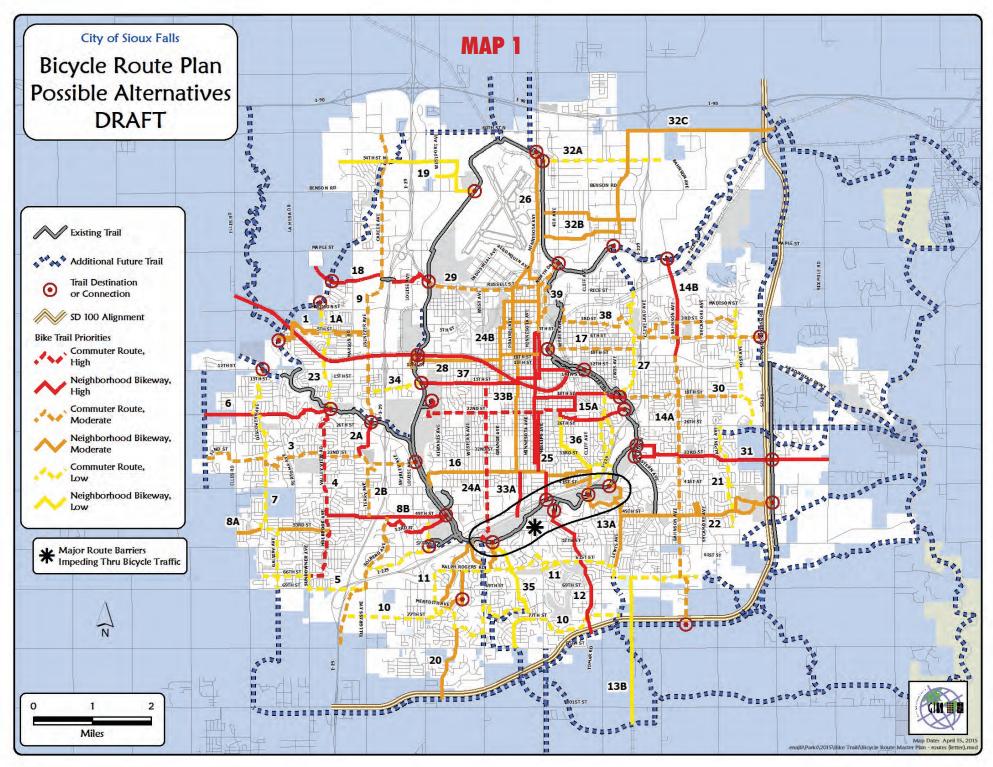
Are these existing or future bike paths as identified within Map 1 & 2 of the 2015 Sioux Falls Bike Plan? [see 2nd attachment] Would you please respond clarifying their extents, status (existing or planned), and any other relevant information pertinent to a determination of Section 4(f) applicability.

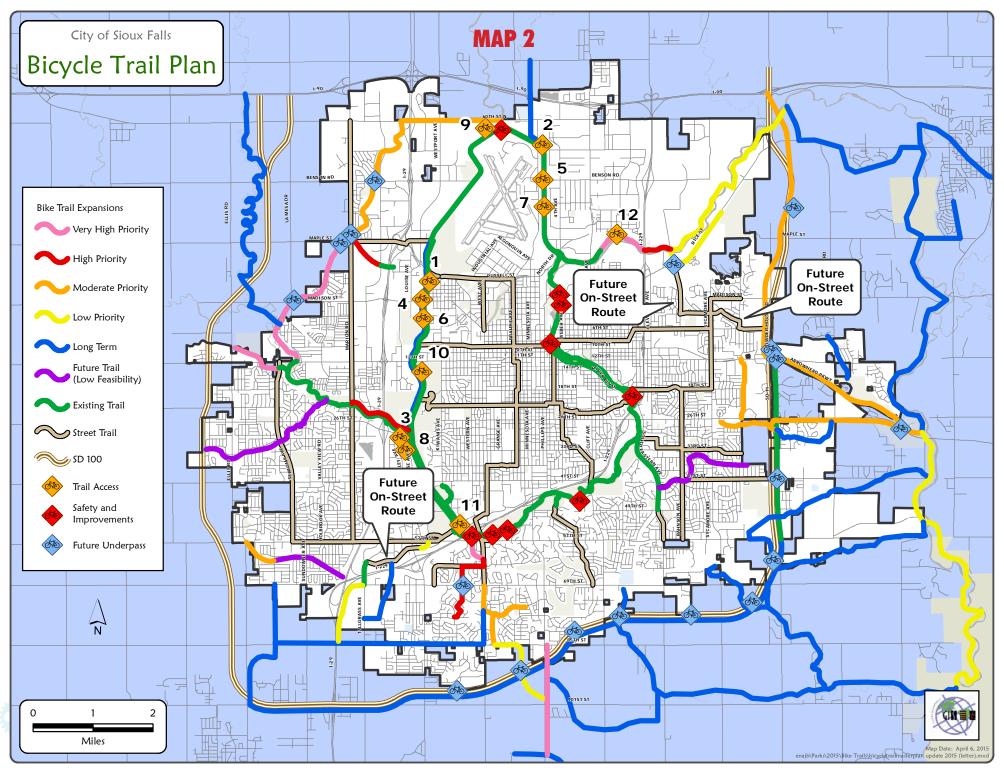
Also, I am unable to open the embedded attachments identified with the Nov. 2nd correspondence of the provided attachment. An issue similar to that identified with the USACE response to the 404 permit application this morning. Please remedy prior to documenting within the appendices and the NEPA file. Thank you.

Tom Lehmkuhl

Environmental Protection Specialist FHWA – SD Division 116 E. Dakota Ave, Suite A Pierre, SD 57501 Ph: 605.776.1012

tom.lehmkuhl@dot.gov Pronouns: he, him, his





From: Vande Kamp, Kendall

Sent: Friday, November 4, 2022 3:26 PM **To:** Lehmkuhl, Tom (FHWA); Babcock, Chad

Cc: Ausen, Shannon; Hight, Joanne; Leiferman, Mark

Subject: RE: Minnesota Avenue sidewalk - 4f

Attachments: Pages from J12509 MPO Bicycle Plan (6).pdf; Pages from

J12509_MPO_Bicycle_Plan (6) 1.pdf

Tom,

Attached are the maps taken from the MPO Bicycle Plan that were provided to Shannon.

Map 1 of the Sioux Falls Bike Plan appears to show all routes or trails – existing and priorities. It does not clearly distinguish between routes and trails like the MPO Bike Plan does.

Map 2 of the Sioux Falls Bike Plan shows the existing bike trail (along Big Sioux River and Skunk Creek as well as along the portion of Veterans Parkway that was built at the time of publication. It then shows

bike trail expansion areas by priority (future).

The first map in the email attached identifies bike <u>routes</u> (existing and future) in relation to the existing Sioux Falls Big Sioux River bike trail system. The one along MN Ave is noted as future but has since been constructed and followed SDDOT shared use path design standards. The one along Western Ave is a typical city sidewalk that ends at the schools to the north of the SVP alignment. No sidewalk currently is along Western Avenue where Veterans crosses it. The one along Cliff Avenue is a typical city sidewalk ending at 85th street where the current urbanized section ends. The rest of the line continues to Harrisburg – but there is not sidewalk or even a paved road shoulder until Harrisburg. The one along Southeastern Avenue is a future bike <u>route</u> (not current). Southeastern Avenue is a gravel road.

The second map shows the bike <u>trails</u>.

The Sioux Falls MPO Bicycle Plan distinguishes the difference between Routes and Trails and can be found here: https://www.siouxfalls.org/bikeplan. It states that "The MPO Bicycle Routes as shown on Map 3 (on page 15) have been designated as a vital bicycle transportation corridors that link various MPO communities".

Trails are designated as recreational facilities according to the MPO Bike Plan. There are approximately 20 miles of recreational bicycle <u>trails</u> which generally follow the Big Sioux River and Skunk Creek Greenway.

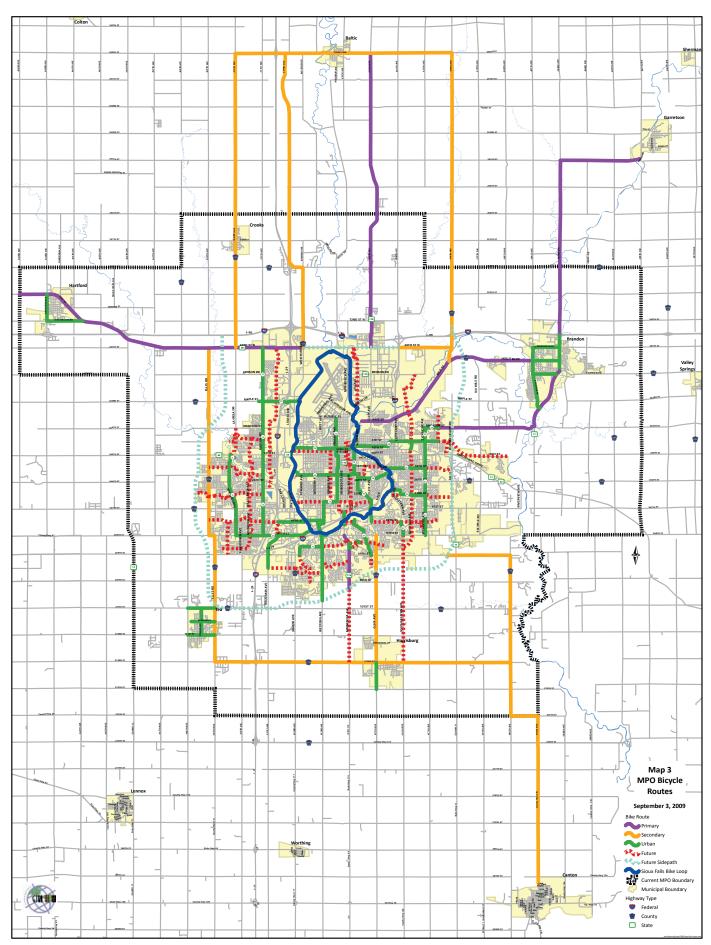
The City GIS mapping is useful for the public and general viewing / planning – but the legend does not distinguish trails from routes according to the MPO bike plan.

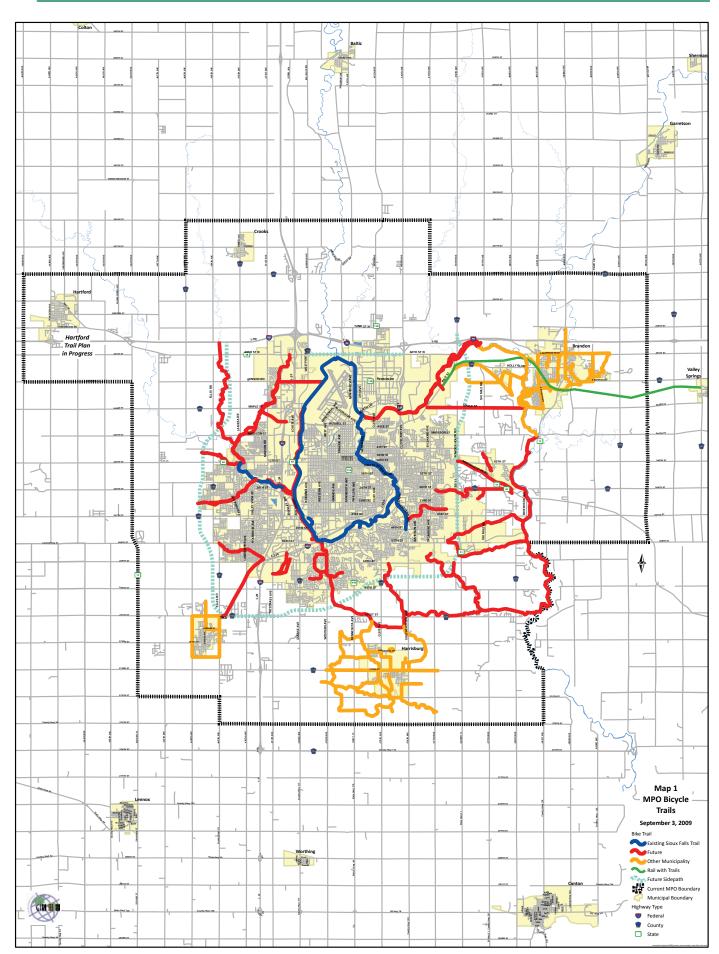
I will make sure the NEPA file does not have embedded attachments, similar to other agency correspondence.

Thanks!

Kendali Vande Kamp D 605.782.8115 **M** 507.360.4186

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From: Lehmkuhl, Tom (FHWA) <tom.lehmkuhl@dot.gov>

Sent: Friday, November 4, 2022 5:18 PM **To:** Vande Kamp, Kendall; Babcock, Chad

Cc: Ausen, Shannon; Hight, Joanne; Leiferman, Mark

Subject: RE: Minnesota Avenue sidewalk - 4f

CAUTION: [EXTERNAL] This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Thanks, Kendall. I am able to identify the Secondary, Urban, and Future MPO Bicycle Routes on Western, Cliff, and Southeastern Avenues via the Map 3 from the 2009 MPO Bike Plan. FHWA concurs in the determination of no Section 4(f) applicability to the future shared use paths on Western, Cliff, and Southeastern Avenues as identified via the 2009 MPO Bike Plan and OWJ coordination.

The Supplemental EA will need to be provide discussion clarifying to how the 2009 MPO bike plan and the 2015 Sioux Falls Bike Plan are being utilized to inform the Supplemental EA's Section 4(f) determination of applicability. As response here seems to only associate with the 2009 MPO bike plan. **Chapter 6.0 References** of the draft Supplemental EA includes reference to the 2015 Sioux Falls Bike Plan, but it does not appear to include the 2009 MPO Bike Plan.

Whereas the 2015 bike plan includes identification of the {now built} SD-115/Minnesota Ave. trail but not the other 3-segments identified in the 2009 plan. Map 1 & 2 of the 2015 plan also includes identification of the SD100 alignment with new trail alignments with nexus to the corridor that are not identified with Map 1 & 3 of the 2009 MPO plan.

Tom I ehmkuhl

Environmental Protection Specialist

FHWA – SD Division 116 E. Dakota Ave, Suite A Pierre, SD 57501 Ph: 605.776.1012

tom.lehmkuhl@dot.gov Pronouns: he, him, his