

Appendix F
Agency Coordination Plan

AGENCY COORDINATION PLAN
East Columbia Environmental Impact Statement



Prepared for

U.S. Department of Transportation
Federal Highway Administration (Missouri Division)
and
Missouri Department of Transportation

In cooperation with

City of Columbia, Missouri
and
Boone County, Missouri

MoDOT Job J5S0636

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1.0 PURPOSE OF AGENCY COORDINATION PLAN

This Coordination Plan is intended to define the process by which the Project Study Team, which consists of representatives from the Missouri Department of Transportation (MoDOT), the City of Columbia, Boone County, and the Project Consultant will communicate information about the East Columbia Environmental Impact Statement (EIS) project to the Lead, Cooperating, Participating and Other Interested agencies and to the public. The plan also identifies how input from agencies and the public will be solicited and considered.

Since the Federal Highway Administration (FHWA) is expected to provide funding for this project, FHWA serves as the Lead Agency for the project. MoDOT, as the direct recipient of federal funds for the project, is a Co-Lead Agency. The City of Columbia and Boone County, who have contributed to funding for this project, are also Co-Lead agencies that are providing overall guidance and management of this project. The four parties listed above are part of a project designated Core Management Committee for this project and have signed a partnering agreement specifically for this project.

Section 6002 of the Safe, Accountable, Flexible, Efficient Transportation Equity Act – A Legacy for Users (SAFETEA-LU) of 2005 requires that the Lead agencies establish a plan for coordinating public and agency participation and comment during the environmental review process. This plan has been prepared in response to that requirement.

This Agency Coordination Plan:

- Identifies the early coordination efforts
- Identifies Cooperating and Participating Agencies to be involved in agency coordination
- Establishes the timing and form for agency involvement in defining the project's purpose and need, the range of alternatives to be investigated, study methodologies, input on the selection of the preferred alternative and mitigation strategies, and in reviewing the draft environmental impact statement (DEIS)
- Identifies the public involvement activities that will also provide opportunities for agency involvement

The Coordination Plan will be updated periodically to reflect any changes to the project schedule and other items that typically require updating over the course of the project.

2.0 PROJECT BACKGROUND

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The East Columbia EIS is being prepared to address transportation needs in the City of Columbia and Boone County. The Study Area for this project is bounded by US Route 63 on the west, Rangeline Road on the east, Interstate 70 (I-70) on the north and Route AC (New Haven Road) on the south. The location of the Study Area is shown in **Figure 1**. Other key roads in the Study Area include Route WW (Broadway), Keene Street, St. Charles, Richland, and Rolling Hills.

As a part of this study, a Purpose and Need document has been prepared and is being refined based on input from agencies and the public. The purpose of the project, as currently defined, is to satisfy an increase in forecasted traffic demand while improving safety consistent with best design practices. Proposed improvements will take into account the needs of MoDOT, the City of Columbia, Boone County and residents, along with the consideration of the social, environmental and cultural resource impacts of these improvements.

Alternatives to be evaluated are expected to include:

- (1) No-Build
- (2) Transportation System Management (TSM) activities;
- (3) Upgrades to the existing roadways
- (4) One or more alternatives that would construct a new roadway on new location

The alternatives to be investigated in the EIS are being developed and refined based on input from agencies and the public during the initial coordination and scoping period along with subsequent agency and public involvement opportunities.

3.0 INITIAL COORDINATION

Section 6002 of SAFETEA-LU established a new, streamlined environmental review process for highway projects. As part of the streamlining, a new category of "participating agencies" was added to allow more state, local, and tribal agencies a formal role and rights in the environmental process. Implementation of SAFETEA-LU directed the retroactive application of procedures to projects that started after August 9, 2005. This project falls within that timeframe since the project consultant contract was signed in October 2005 and the Notice of Intent to prepare an EIS was published by FHWA in February 2006.

FHWA guidance on how to implement Section 6002 SAFETEA-LU requirements was not available at the beginning of the project but has been developing since the inception of SAFETEA-LU. As a result, projects such as the East Columbia EIS have had to complete SAFETEA-LU requirements after the start of the study. Accordingly there are steps in the SAFETEA-LU process associated with this Coordination Plan that will occur out of sequence than what would normally occur if SAFETEA-LU was implemented at the start of the project. On August 28, 2006, in conformance with the provisions specified in Section 6002 of SAFETEA-LU, MoDOT formally notified FHWA in writing of its intent to initiate the EIS process for this project. Additional guidance on developing Coordination Plans for Agency and Public Involvement has been received and this document has been prepared to fulfill Section 6002 requirements.

3.1 Notice of Intent

Following the project initiation, FHWA, with assistance from MoDOT, prepared a Notice of Intent (NOI) to Prepare an Environmental Impact Statement, as required by the Council on Environmental Quality (CEQ) regulations 40 Code of Federal Regulations (CFR) 1501.7. The NOI was published in the Federal Register on February 27, 2006.

Media releases were sent to project area newspapers, providing notification of the preparation of the EIS. The newspapers were the Missouri Tribune and Columbia Missourian.

3.2 Cooperating and Participating Agencies

MoDOT sent letters to nine agencies to invite them to become a Cooperating Agency or Participating Agency for this project. Responses to the letters resulted in one Cooperating Agency and three Participating Agencies.

1 **3.2.1 Cooperating Agencies**

2 Cooperating Agencies are those governmental agencies specifically requested by the Lead Agency to
3 participate during the environmental evaluation process for the project. FHWA's regulations (23 CFR
4 771.111(d)) require that those federal agencies with jurisdiction by law (with permitting or land transfer
5 authority) be invited to be Cooperating Agencies for an EIS. The Cooperating Agency for this project is
6 the US Army Corps of Engineers. The Cooperating Agency is also invited to be a Participating Agency.

7 If new information reveals the need to request another agency to serve as a Cooperating Agency, then
8 MoDOT in consultation with FHWA will extend that agency an invitation.

9 **3.2.2 Participating Agencies**

10 SAFETEA-LU (Section 6002) created a new category of agencies in the environmental review process
11 for EISs, known as Participating Agencies. These are federal and non-federal governmental agencies that
12 may have an interest in the project because of their jurisdictional authority, special expertise and/or
13 statewide interest. Nine federal and state agencies were invited to participate in the environmental review
14 of the project. In addition to the Corps of Engineers as a Cooperating Agency, three other federal and
15 state agencies have agreed to be Participating Agencies for this project. The designated Participating
16 Agencies are shown in **Table 1**, along with the Lead and Co-Lead agencies.

17 If, during the progress of the project, new information indicates that an agency not previously requested to
18 be a Participating Agency does indeed have authority, jurisdiction, acknowledged expertise or
19 information relevant to the project, then MoDOT, in consultation with FHWA, will promptly extend an
20 invitation to that agency to be a Participating Agency. MoDOT and FHWA will consider whether this
21 new information affects any previous decisions on the project.

22 **3.2.3 Other Interested Agencies and Organizations**

23 Several agencies were invited to be Participating Agencies, but for various reasons declined. These
24 agencies will still be involved with the EIS review process by being on the project mailing list, will be
25 points of contact for data required for the EIS, and be furnished copies of the Draft and Final EIS for
26 review and comment. The five agencies included in this category include: the Federal Emergency
27 Management Agency, U.S. Department of the Interior – Fish and Wildlife Service, the Missouri
28 Department of Conservation, and the Missouri Emergency Management Agency. The U.S. Coast Guard
29 responded that they have no official concerns with the project and requested to be removed from the
30 mailing list.

1

Table 1 Lead, Cooperating and Participating Agencies

Agency	Agency Role	Contact Person/Title	Phone	E-mail
Federal Highway Administration	Lead	Ms. Peggy Casey, PE Environmental Projects Team Leader	573-638-2620	peggy.casey@fhwa.dot.gov
Missouri Department of Transportation	Co-Lead	Mr. Mike Dusenberg, Project Manager	573-526-7669	michael.dusenberg@modot.mo.gov
		Mr. Matt Burcham Senior Environmental Specialist	573-526-6679	matthew.burcham@modot.mo.gov
		Ms. Gayle Unruh, Environmental and Historic Preservation Manager	573-526-6676	gayle.unruh@modot.mo.gov
City of Columbia, Missouri	Co-Lead	Mr. John Glascock Director of Public Works	573-874-7250	jdglasco@gocolumbiamo.com
Boone County, Missouri	Co-Lead	Mr. Eric Mink Director of Public Works	573-449-8515	dmink@boonecountymo.org
U.S. Army Corps of Engineers	Cooperating	Mr. Kenny Pointer	573-634-2248	james.k.pointer@usace.army.mil
U.S. Environmental Protection Agency	Participating	Mr. Joe Cothern Mr. Larry Shepard	913-551-7148 913-551-9441	cothern.joe@epa.gov shepard.larry@epa.gov
U.S. Department of Agriculture, Natural Resource Conservation Service	Participating	Mr. Harold Deckerd	573-876-0912	harold.deckerd@mo.usda.gov
Missouri Department of Natural Resources	Participating	Ms. Jane Beetem	573-522-2401	jane.beetem@dnr.mo.gov

2

3 3.2.4 Local Agencies and Organizations

4 With the City of Columbia and Boone County as Co-Lead Agencies in this project, their participation is
5 assured. Key representatives from their respective city and county departments and agencies have been
6 involved in future meetings.

7 One agency that will be involved as the process moves toward approval of alternatives is the Columbia
8 Area Transportation Study Organization (CATSO). CATSO is the designated Metropolitan Planning
9 Organization for the area. The Coordinating Committee for CATSO consists of representatives from the
10 Federal Transit Administration, Federal Highway Administration, MoDOT, the City of Columbia and
11 Boone County. Having representatives from FHWA, MoDOT, the City of Columbia and Boone County

1 already involved with this project as part of the East Columbia EIS Project Study Team, in combination
2 with their representation on CATSO, greatly facilitates coordination and review of key project events by
3 CATSO.

4 Other agencies and organizations may also be included in this grouping as their interests are identified
5 through the public involvement process.

6 **3.2.5 Section 106 Early Coordination**

7 The agency official (FHWA) or its designee (in this case, MoDOT) may use its procedures for public
8 involvement under National Environmental Policy Act (NEPA) to satisfy the National Historic
9 Preservation Act (NHPA) or Section 106 requirements for public involvement as well, providing they
10 offer adequate opportunities for public involvement. The NHPA requires the federal agency or its
11 designee to seek the participation and consider the opinions of interested and appropriate parties
12 throughout the Section 106 process including the identification and evaluation of cultural resources
13 potentially affected by the project, the evaluation of project effects to historic resources, and the
14 development of appropriate mitigation plans as needed. This “involvement” is referred to as
15 “consultation.” MoDOT shall consider the nature of the project and the kinds of historic resources
16 potentially affected and identify the appropriate individuals, organizations, and entities with whom
17 MoDOT will consult. Because MoDOT considers Section 106 requirements early in the NEPA process,
18 compliance with both statutes is coordinated throughout the project.

4.0 AGENCY COORDINATION

The Cooperating and Participating Agencies for this project have roles and responsibilities that include, but are not limited to:

- Participating in the NEPA process starting at the earliest possible time, especially with regard to the development of the Purpose and Need document, range of alternatives, and study methodologies
- Identifying, as early as practicable, any issues of concern regarding the project's potential environmental or socioeconomic impacts. Participating agencies are also allowed to participate in the issue resolution process
- Providing meaningful and timely input on unresolved issues
- Reviewing and providing comment on the preferred alternative and the EIS

The Participating Agencies will have defined opportunities for meaningful participation in the decision-making process for the project. Specific opportunities are provided via the agency collaboration points that have been defined for this project.

Because this project was already underway prior to receiving the guidance implementation for SAFETEA-LU, the initial agency coordination and the agency and public scoping process for this project has already occurred during late 2005 and 2006. This initial coordination provided input from agencies and the public to help determine the purpose and need for the project, input on potential concept alternatives to be considered and identification of issues that need to be examined as part of the EIS process.

A meeting was conducted in late February 2007 for those agencies that agreed to be Cooperating and Participating Agencies, listed in **Table 1**. Those agencies were provided with a copy of the Draft Purpose and Need for their review and provided comments by March 23, 2007.

4.1 Environmental Streamlining Collaboration Points

The agencies listed in **Table 1** will be involved in the collaboration points at the following four major milestones in the environmental review process for the East Columbia EIS:

- 1) Purpose and Need
- 2) Project Alternatives to be Evaluated in the DEIS and Study Methodologies for Conducting Evaluation
- 3) Designation of Preferred Alternative and Preliminary Mitigation

1 4) Adequacy of the DEIS

2 The process for coordination associated with each of the major milestones (collaboration points) for this
3 project is discussed below.

4 **4.1.1 Collaboration Point 1 - Purpose and Need**

5 Based upon comments received during the scoping period from agencies and the public, the draft Purpose
6 and Need document for the project was prepared and submitted by the Project Consultant to the Project
7 Study Team for internal review. Upon incorporation of review comments, the Project Consultant
8 prepared and forwarded the revised Purpose and Need document to the Cooperating and Participating
9 Agencies. Additionally, information that will be part of the final Purpose and Need document includes:

- 10 A. Description of core objectives of the proposed action, and any secondary objectives;
- 11 B. Explanation of the basis for the project objectives in terms of;
- 12 1. Relevant federal, state and/or local policies, which may include transportation, economic
13 conditions, land use conditions, and other conditions
- 14 2. Relevant data that may include information on transportation conditions, economic
15 conditions, land use conditions, and other conditions
- 16 3. Public and agency comments regarding the project's objectives
- 17 C. Demonstration of the project's logical termini and independent utility
- 18 D. A map detailing the study area.

19 The FHWA, the Project Study Team, the Cooperating Agency and the Participating Agencies were
20 provided 30 days from receipt to review and provide a response on the project Purpose and Need
21 document. At the end of the 30-day period, MoDOT received comments from FHWA and statements of
22 support with comments from two Participating Agencies. MoDOT assumes that those agencies from
23 whom it has not heard at the end of the 30-day period have no comments that need further consideration.
24 The Coordination Plan and range of alternatives are the next items to be sent to the FHWA, the Project
25 Study Team, and Cooperating and Participating Agencies for review and a response that includes a
26 statement of support or non-support, with or without comments. The output of Collaboration Point 1 will
27 include input from the Cooperating and Participating Agencies on the:

- 28 • Purpose and need and the study area of the project
- 29 • Coordination plan
- 30 • Preliminary range of alternatives to be considered

31 Additionally, the agencies will provide input on environmental features and resources of concern.

1 Based on the output of Collaboration Point 1, the Project Consultant will revise as appropriate the
2 Purpose and Need document, the study area description, and the Coordination Plan.

3 **4.1.2 Collaboration Point 2 – Project Alternatives to be Evaluated**

4 Based on the output of Collaboration Point 1 as well as the public and agency input on the project purpose
5 and need, concept alternatives, and any general alternatives analysis conducted during the project
6 development process, the Project Consultant will prepare a Project Alternatives to be Evaluated
7 information package. The information package will be forwarded to the FHWA, the Project Study Team,
8 the Cooperating Agency and the Participating Agencies. The information package may include the
9 following:

- 10 • Revised Purpose and Need document
- 11 • Description of the evaluation criteria that will be used to evaluate the effectiveness of an
12 alternative in meeting the purpose and need of the project and explanation of how those
13 evaluation criteria will be utilized
- 14 • Description of any other factors, besides purpose and need that will be considered in the
15 screening of alternatives, such as cost and environmental factors
- 16 • Revised Coordination Plan
- 17 • Methodologies to be used and level of detailed required in the analysis of each alternativ
18 • A summary table of all project alternatives to be evaluated and their effectiveness in addressing
19 the purpose and need of the project, as well as a map showing the location of the project
20 alternatives
- 21 • Qualitative results of the preliminary alternatives analysis and environmental screening (based on
22 existing data sources and GIS inventories)
- 23 • Discussion of the No-Build Alternative.

24 The FHWA, the Project Study Team, Cooperating Agency, and the Participating Agencies will be given
25 30 days from receipt of the package to review and provide a response. At the end of the 30-day period,
26 MoDOT will receive input, both with or without additional comments. MoDOT will assume concurrence
27 from those agencies from whom it has not heard at the end of the 30-day period. The output of
28 Collaboration Point 2 will be a decision from the FHWA, the Project Study Team, the Cooperating
29 Agency and the Participating Agencies on:

- 30 • Appropriate methodologies to be used and the level of detail required in the analysis of each
31 alternative
- 32 • The alternatives to be carried forward into the DEIS

- 1 • Any revisions to the Purpose and Need document
- 2 • Any revisions to the Coordination Plan
- 3 • The scopes and study methodologies to be used and the level of detail anticipated in the analysis
- 4 of each alternative

5 **4.1.3 Collaboration Point 3 – Preferred Alternative and Preliminary Mitigation**

6 Based on the output of Collaboration Point 2, along with Project Study Team’s consideration of any
7 issues, concerns and opportunities identified during the public meetings, the Project Consultant will
8 prepare a Preferred Alternative and Preliminary Mitigation information package. The information
9 package will be forwarded to the Project Study Team, Cooperating Agency and Participating Agencies.
10 The information package may include the following:

- 11 • Narrative describing the various elements of the preferred alternative
- 12 • Rationale for recommending the preferred alternative
- 13 • A preliminary mitigation summary describing the various elements of the proposed mitigation
- 14 including a map locating the elements of the preferred alternative and preliminary mitigation

15 The FHWA, the Project Study Team, the Cooperating Agency and the Participating Agencies will be
16 given 30 days from receipt of the package to review and provide a response. At the end of the 30-day
17 period, MoDOT will receive a statement of support or statement of non-support, both with or without
18 comments. MoDOT will assume concurrence from those agencies from whom it has not heard at the end
19 of the 30-day period.

20 The output of the Collaboration Point will include concurrence from the FHWA, the Project Study Team,
21 the Cooperating Agency, and Participating Agencies on the selection of the preferred alternative and
22 preliminary mitigation. When avoidance of impacts to a resource is not practicable, the Cooperating and
23 Participating Agencies with jurisdiction by law or special expertise will assist the Project Study Team and
24 the Project Consultant in determining appropriate and practicable mitigation, including all practicable
25 measures to minimize harm. If an agency determines that it does not have enough information to make a
26 recommendation on mitigation measures, it will comment to that effect. If the project impacts are deemed
27 substantial by a regulatory agency to the extent that permits would probably be denied, the Participating
28 Agencies will advise the Lead agencies to modify the project to reduce impacts.

29 Based on the output from this collaboration point, the Project Study Team will select a preferred
30 alternative.

1 **4.1.4 Collaboration Point 4 – DEIS Document**

2 Based on the output of Collaboration Point 3 and the subsequent detailed investigation of alternatives and
3 analysis of impacts, the Project Consultant will prepare and forward a DEIS document to the Project
4 Study Team, the Cooperating Agency and Participating Agencies for their review and comment.

5 The Project Study Team, the Cooperating Agency and Participating Agencies will be given 30 days from
6 receipt of the package to review and provide a response. At the end of the 30-day period, MoDOT will
7 receive a statement of support or a statement of non-support, both with or without comment, from each
8 agency. MoDOT will assume concurrence from those agencies from whom it has not heard at the end of
9 the 30-day period.

10 The output of Collaboration Point 4 will include concurrence from the Project Study Team, the
11 Cooperating Agency and Participating Agencies on the adequacy of the DEIS. The agencies will be
12 asked to specify whether additional information is needed to fulfill other applicable environmental
13 reviews or consultation requirements. In addition, the Project Study Team, the Cooperating Agency and
14 Participating Agencies will specify any additional information needed to comment adequately on the
15 DEIS analysis of site-specific effects associated with the granting or approving by the agency of
16 necessary permits, licenses, or entitlements.

17 Based on FHWA's approval of the DEIS for circulation, one or more public hearings will be conducted
18 during the 45-day review in accordance with NEPA requirements and requirements in the project's Public
19 Involvement Plan.

20 **4.1.5 Collaboration Point 5 - FEIS**

21 Based on the output of Collaboration Point 4 and the comments received from the public hearing on the
22 DEIS, the Project Consultant will prepare a Final Environmental Impact Statement (FEIS). This
23 document will be circulated to the Cooperating and Participating Agencies for their review and comment

24 Based on FHWA's approval, the FEIS will be made available for public and agency review for a
25 minimum of 30 days. This period is the last period during which comments on the environmental
26 evaluation process will be received from the public and agencies. Upon addressing the comments
27 received in the comment period, the FEIS will be forwarded by the Project Study Team to FHWA with a
28 request for a Record of Decision (ROD).

1 **4.2 Other Opportunities for Agency Involvement**

2 Beyond the collaboration points, the EC-EIS also includes other strategies for encouraging agency input
3 and involvement. The project's Public Involvement Plan was developed to include agencies, as
4 stakeholders, in a way to solicit input, develop two-way communication, document opinions, and achieve
5 informed consent for the study's findings and recommendations. The following public involvement
6 elements provide for such opportunities.

7 **4.2.1 Newsletters**

8 The Project Study Team will distribute project-related newsletters. These newsletters will provide
9 important information on purpose and need, alternatives development/evaluation, results and next steps.
10 The newsletters will be mailed to stakeholders such as property owners, public officials, elected officials,
11 agencies and any other interested individuals.

12 **4.2.2 Agency and Public Scoping Meetings**

13 The Project Study Team will prepare for and conduct an Agency Scoping Meeting with federal, state and
14 local agencies in coordination with FHWA, MoDOT, the City of Columbia and Boone County.

15 Following the agency meeting, a Public Scoping Meeting will be conducted.

16 **4.2.3 Project Website**

17 The Project Study Team will maintain and update a project website (<http://www.eastcolumbiaeis.com/>).
18 In addition to containing project information, this site will allow stakeholders to sign-up to receive project
19 update information.

20 **4.2.4 Project Information Meetings**

21 Agencies/stakeholders will be invited to all public project meetings.

22 **4.2.5 Project Study Team Workshops**

23 Because the Project Study Team is composed of several entities (MoDOT, Columbia and Boone County)
24 workshops will be conducted to present information and make decisions. As needed/desired,
25 agencies/stakeholders may attend these workshops.

26

APPENDIX A
LIST OF AGENCIES AND ORGANIZATIONS

COOPERATING AGENCIES

U.S. Army Corps of Engineers

Mr. Kenny Pointer
U.S. Army Corps of Engineers
700 Federal Building, 601 E. 12th Street
Kansas City, MO 64106

PARTICIPATING AGENCIES

U.S. Environmental Protection Agency

Mr. Joe Cothorn
NEPA Director
U.S. Environmental Protection Agency, Region 7
901 North 5th Street
Kansas City, Kansas 66101

U.S. Department of Agriculture
Natural Resources Conservation Service

Mr. Harold Deckerd
USDA - NRCS
Parkade center, Suite 250
601 Business Loop 70 West
Columbia, MO 65203-2546

Missouri Department of Conservation

Ms. Jane Beetem
Office of the Director
Missouri Department of Natural Resources
205 Jefferson Street
Jefferson City, MO 65102

NON-PARTICIPATING AGENCIES

Federal Emergency Management Agency

Federal Emergency Management Agency
2323 Grand Boulevard, Suite 900
Kansas City, MO 64108-2670

U.S. Department of the Interior Fish and Wildlife Service

Mr. Charlie Scott
U.S. Fish and Wildlife Service
101 Park DeVillie Drive, Suite A
Columbia, MO 65203-0057

U.S. Coast Guard

Mr. Roger Weibusch
Bridge Administrator
U.S. Coast Guard Bridge Branch
1222 Spruce Street
St. Louis, MO 63103-2832

Missouri Department of Conservation

Mr. Mike Smith, Policy Coordinator
Mr. Doyle Brown, Policy Coordinator (State Species of Concern)
Missouri Department of Conservation
2901 West Truman Boulevard
Jefferson City, MO 65109

Missouri Emergency Management Agency

FMM&M Branch Manager
Missouri Emergency Management Agency
2302 Militia Drive
Jefferson City, MO 65102