

Highlights of the I-11 Draft Tier 1 Environmental Impact Statement and Preliminary Section 4(f) Evaluation

Nogales to Wickenburg



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This document has been updated with the new comment end date: July 8, 2019.





Interstate 11 (I-11)

The Federal Highway Administration (FHWA) and Arizona Department of Transportation (ADOT) are conducting the environmental review process for I-11 through central and southern Arizona. A Draft Tier 1 Environmental Impact Statement and Section 4(f) Evaluation (Draft Tier 1 EIS) was prepared in accordance with the National Environmental Policy Act (NEPA) and other regulations. This brochure summarizes the Draft Tier 1 EIS that is available for review and comment at illstudy.com/Arizona.

The concept of a high-capacity, high-priority, north-south transportation facility that connects U.S. markets to Canada and Mexico through the western U.S. has been considered for more than 25 years. The I-11 Draft Tier 1 EIS evaluates the general location of the I-11 corridor in Arizona and compares Build Corridor Alternatives and the No Build Alternative.

Study Area

The Study Area is 280 miles long between Nogales and Wickenburg, and traverses five counties—Santa Cruz, Pima, Pinal, Maricopa and Yavapai. If constructed, the future I-11 would generally be 400 feet wide, which includes travel lanes, shoulders, median and other possible features like frontage roads. Future Tier 2 studies, after the conclusion of this Tier 1 EIS process, would identify the specific location of I-11 within the Tier 1 Selected Corridor Alternative.

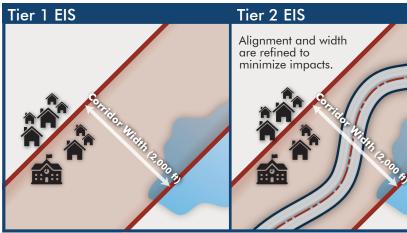
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Study Process

The publication of the Draft Tier 1 EIS is the culmination of extensive public outreach, technical analysis and consultation with federal, state and local governments, tribal governments, planning organizations, and utility companies. FHWA and ADOT initiated the process in 2016 with a series of scoping meetings to obtain input such as key issues and concerns to address in the Draft Tier 1 EIS. Next, FHWA and ADOT developed a range of corridor alternatives for further study and took them to the public for feedback through another series of public meetings.

The Draft Tier 1 EIS evaluates the potential social, economic and environmental impacts of three proposed Build Corridor Alternatives and the No Build (do nothing) Alternative. Public, agency and Tribal feedback on the Draft Tier 1 EIS will provide information that ADOT and FHWA will consider when they identify a Preferred Corridor Alternative in the Final Tier 1 EIS. The Preferred Corridor Alternative could be a Build Corridor Alternative or the No Build Alternative. After a public review of the Final Tier 1 EIS, FHWA will formally select an alternative in the Record of Decision, which will be published on the study website illstudy.com/Arizona.



Evaluates wide corridors in multiple locations, at a program level, within which a new transportation facility could be located.

Outcome: Select a single corridor within which an alignment would be identified during Tier 2 studies.

Evaluates design concepts for specific alignments within the corridor, such as 400 feet for a typical freeway alignment.

Outcome: Select an alignment and enable permitting for that alignment.

Who's Involved? ADOT and FHWA have undertaken continuous outreach efforts throughout this study process. This collaborative process has been structured to involve people early and often, and to share information as it becomes available. **2 Lead Agencies** FWHA and ADOT are partners in this effort, leading the decision-making process and guiding involvement of all participants 10 Cooperating Agencies These agencies have jurisdiction or special expertise regarding environmental impacts associated with the **Public At-Large** Includes organizations. study and are typically more communities or involved individuals who are interested in the study. They provide important input throughout the 51 Participating Agencies (includes 2 Tribes) These agencies and Tribes have an interest in the study and provide meaningful input on issues relevant to their communities. **92 Consulting Parties** (includes 24 Tribes) FHWA and ADOT complied with Section 106 of the National Historic Preservation Act by consulting Tribes, federal, state, county and local agencies, and other non-government organizations to help identify cultural resources and also provided input on other areas such as corridor alternatives and mitigation.

Purpose & Need for I-11?

Population and Employment Growth

High-growth areas need access to a high-capacity, access-controlled transportation network.

Significant population and employment growth is projected across all five counties in the I-11 Study Area. Much of this growth is focused within the Maricopa County and Pinal County portions. According to the U.S. Census data, Maricopa County is the fastest growing county in the nation.

Traffic Growth and Travel Time Reliability



Already, travel demand levels on the interstate freeway facilities within the Study Area cause congestion that reduces travel time reliability.

Increased traffic growth reduces travel time reliability due to unpredictable freeway conditions that impede travel flows, hindering the ability to efficiently move people and goods around and between metropolitan areas.

System Linkages and Regional Mobility

There is a gap in north-south interstate connectivity in the western U.S. I-11 would enhance regional mobility by creating transportation linkages and improving access. A reliable, connected transportation system is necessary for Arizona not only to maintain its economic competitiveness, but also to support the state business development plans for continued growth. Economic initiatives underway in Arizona focus on manufacturing and trade within the U.S. and Mexico. The I-11 Corridor would provide a connection between the Intermountain West region's largest manufacturing and economic activity centers and support regional, national and international trade. Furthermore, a direct interstate freeway link between the two largest regions in the interior Southwest - Phoenix and Las Vegas - as part of an interstate freeway facility from Mexico to Canada, would provide backup capacity to the heavily congested I-5 Pacific route (along the west coast) and would benefit travel, freight movements and commerce.

The lack of a north-south interstate freeway link in the Intermountain West constrains trade, reduces access for economic development and inhibits efficient mobility.

This Tier 1 EIS process builds on the prior I-11 and Intermountain West Corridor study completed in 2014 by the Nevada Department of Transportation and ADOT.

Access to Economic Activity Centers



Efficient freeway access and connectivity to major economic activity centers are required to operate in a competitive economic market.

An interstate freeway facility would provide improved access and connectivity to major employment areas, economic development opportunities, warehouse/distribution facilities and airports, all of which depend upon freeway access to operate in a competitive economic market.

Continued transportation investment supports economic development in the state of Arizona.

Homeland Security and National Defense

Projected Growth in the

Study Area

The original interstate freeways were planned in part as a primary element of the national defense system. A fundamental purpose was to provide ground transportation for military supplies and troop deployments. The I-11 corridor may become an element of the highway network that is designated to provide defense access, continuity and emergency capabilities for movement of personnel and equipment.

In addition to congestion on existing freeways and state routes, the lack of regional route redundancy inhibits efficient and safe emergency evacuation and defense access.

Alternate interstate freeway routes and regional route redundancy help alleviate congestion and prevent bottlenecks during emergency situations. These routes may be parallel or generally serve the major origin and destination points, with local or regional roads connecting the freeways.

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2040

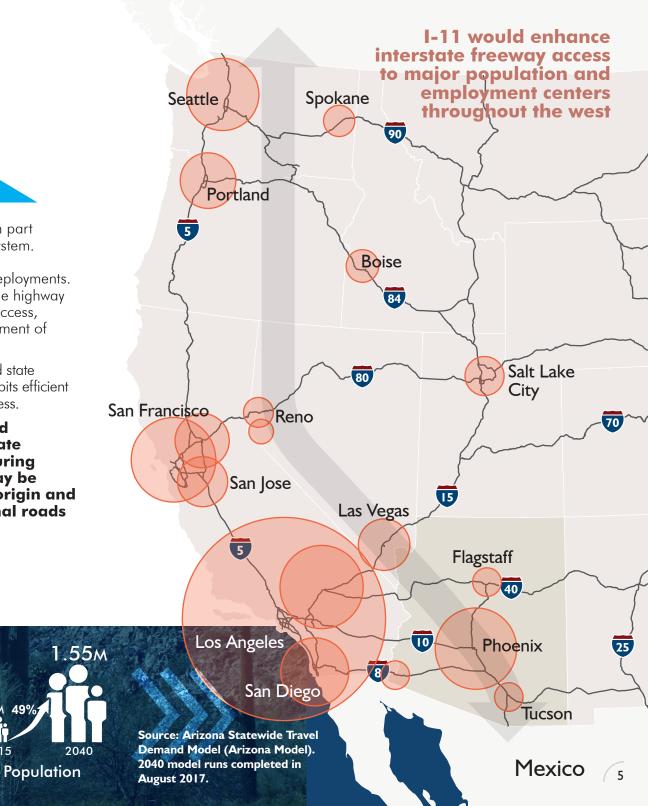
Employment

1.04M 49%

2015

370K 52%1

2015



Wickenburg **Phoenix** Goodyear Buckeye Maricopa 📷 Gila Bend Grande routes EGEND Marana Avra Valley Recommended for Advancement Tucson to Tier 1 EIS South Tucson 86 Study Area Sahuarita Nogales

Developing the Corridor Alternatives

FHWA and ADOT developed a range of corridor options to meet the purpose and need for I-11. The range of options is based on prior studies, agency and public input, tribal coordination and technical analysis. Common themes include:

- Maintain consistency with existing and proposed local and regional plans, approved NEPA documents for other projects and masterplanned community plans
- Study opportunities to foster economic development areas
- Protect environmentally sensitive resources
- Consider wildlife connectivity between public lands and other protected open space
- Consider co-locating I-11 with existing transportation routes
- Consider supplementing the regional transportation network with new routes

Technical analysis included factors such as:

- Engineering to accommodate 75 miles per hour (mph) design speed
 - Ability to co-locate rail and utility facilities in the future
 - Avoiding or minimizing impacts to national parks, national monuments, wilderness areas, roadless areas, and critical habitats
 - Avoiding Tribal lands
 - Avoiding or minimizing impacts to Section 4(f) properties such as publicly owned parks, recreation areas, wildlife/ waterfowl refuges and historic resources
 - Minimizing potential for construction within 100-year floodplains and floodways
 - Minimizing potential to impact existing development

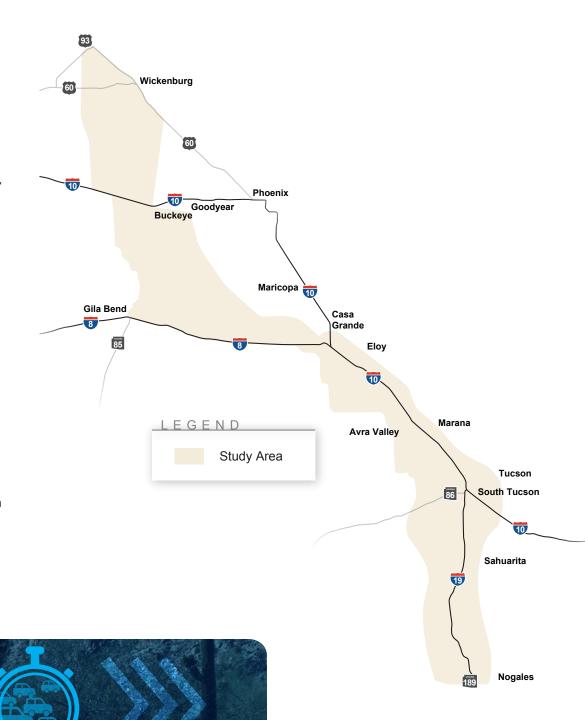
No Build Alternative

The No Build Alternative means the implementation of I-11 would not take place. The transportation system would remain "as is," except for improvements currently planned and funded in the State Transportation Improvement Program.

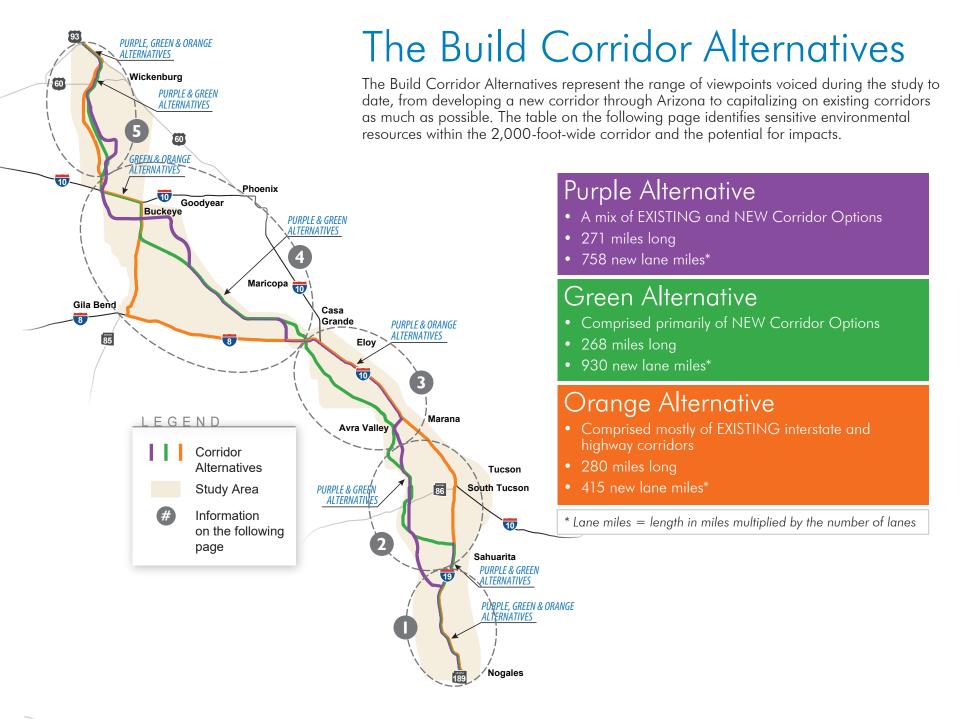
The No Build Alternative is used as a baseline comparison, or a benchmark, to compare against the Build Corridor Alternatives. It is used to understand the condition of the Study Area in the future with no proposed I-11 freeway, and to understand how a Build Corridor Alternative could influence the Study Area – for better or worse.

Based on the findings of the Draft Tier 1 EIS, the No Build Alternative is not the recommended solution. The No Build Alternative:

- Does not provide access to planned growth areas, particularly western Maricopa County, the highest growth area in the Study Area and the fastest growing county in the nation.
- Does not reduce travel time for long-distance traffic (Nogales to Wickenburg).
- Does not connect the major metropolitan areas and markets in the Intermountain West with Mexico and Canada, limiting international trade and commerce.
- Does not enhance access to the existing transportation network to support the state and region's economic vitality.
- Does not provide for alternate regional routes to facilitate efficient mobility for emergency evacuation and defense access.



If nothing is done, travel time in 2040 between Nogales and Wickenburg would increase by up to 45 minutes.



Purple Alternative Green Alternative Orange Alternative

Sensitive Environmental Resources and Potential Impacts

		no die con a die con		1 martin	Provide the second linear	
0	Nogales to Sahuarita	No freeway expansion required, minimal environmental impacts		Location	Existing Gila River crossing on SR 85 would be modified to accommodate I-II co-location. Modified Gila River crossing is in sensitive riparian habitat, potentially affecting threatened and endangered species. This also is an Important Bird Area	
2	Sahuarita to Marana	 Crosses the Tucson Mitigation Corridor. The Tucson Mitigation Corridor is mitigation property set aside during construction of the Central Arizona Project (CAP) canal for wildlife connectivity. It is protected by Section 4(f). Crosses wildlife linkage in Avra Valley, potentially increasing species isolation Potential to impact Three Points and Picture Rocks communities Mostly low to moderate potential for impacts to archaeological sites and historic structures High potential to impact endangered Pima pineapple cactus and its habitat Potential to impact visual resources and noise levels for visitors to the Saguaro National Park West Potential noise impacts to surrounding area 	5		 Low to Moderate potential for impact to archaeological sites and historic structures Crosses wildlife linkage, potentially increasing species isolation Potential for light pollution due to introduction of new light sources along new corridors in undeveloped areas. Potential noise impacts to surrounding area 	
3					 Existing Gila River crossing on SR 85 would be modified to accommodate I-11 co-location. This is in sensitive riparian habitat, potentially affecting threatened and endangered species. It is also an Important Bird Area. New lanes can be constructed within ADOT's current rights-of-way, minimal impacts 	
	_	 Will require permanent use of properties protected under Section 4(f) without the ability to mitigate Impacts Tucson neighborhoods High potential for impacts to archaeological sites, and direct and indirect impacts to historic properties and districts adjacent to I-10 		Buckeye to Wickenburg	 Crosses the Vulture Mountains Recreation Area (VMRA) within the Bureau of Land Management (BLM)-designated multi-use corridor along existing power lines Crosses off-highway vehicle (OHV) race course in the VMRA New transportation facility may be visible from VMRA, but corridor views would be obstructed due to distance, intervening terrain and vegetation screening 	
	Marana to Casa Grande	No freeway expansion required, minimal impacts			 Crosses wildlife linkage, potentially increase species isolation Potential for light pollution due to introduction of new light sources along new corridors in undeveloped areas Potential noise impacts to surrounding area 	
		 Parallel to riparian habitat and wildlife linkage along the Santa Cruz River Crosses Santa Cruz 100-year floodplain Mostly low to moderate potential to impact archaeological sites and historic structures Crosses wildlife linkage, potentially increasing species isolation Potential for light pollution due to introduction of new light sources along new corridors in undeveloped area Potential noise impacts to surrounding area 			 Crosses VMRA within the BLM-designated multi-use corridor Crosses off-highway vehicle (OHV) race course in the VMRA New transportation facility may be visible from VMRA, but corridor views would be obstructed due to distance, intervening terrain and vegetation screening Crosses wildlife linkage, potentially increasing species isolation Potential for light pollution due to introduction of new light sources along new corridors in undeveloped areas Potential noise impacts to surrounding area 	
		No freeway expansion required, minimal impacts			Avoids VMRA	
4	Casa Grande to Buckeye	 New Gila River crossing could impact sensitive riparian habitat, threatened and endangered species, and an Important Bird Area Moderate potential for impact to archaeological sites and historic structures Potential for light pollution due to introduction of new facility in undeveloped areas Potential noise impacts to surrounding area 			 Crosses wildlife linkage, potentially increasing species isolation New transportation facility may be visible from VMRA, but corridor views would be obstructed due to distance, intervening terrain and vegetation screening. Potential for light pollution due to introduction of new light sources along new corridors in undeveloped areas Potential noise impacts to surrounding area 	

314 292 300 Buckeye to 263 260 Wickenburg 250 200 Minutes Casa Grande to Buckeye 72 71 100 Nogales to 133 117 121 Casa Grande No Build Purple Green Orange Alternative Alternative Alternative

Expected 2040 travel times between cities during afternoon peak commute periods

The Pima pineapple cactus is located within the southern portion of the Study Area. (Photo: Johnida Dockens, ACS)

Transportation Efficiency

I-11 would provide many transportation-related benefits. One of the key benefits and metrics used to evaluate I-11 was the ability of the Build Alternatives to reduce travel time within and through the Study Area from Nogales to Wickenburg.

As congestion worsens, not only does it take longer to get to a destination, but the predictability of how long a trip will take diminishes. While some drivers are used to congestion, and expect and plan for some delay, particularly during rush hour, most

travelers are less tolerant of unexpected delays that disrupt their schedules, from being late for work or important meetings, missing appointments or incurring extra childcare costs.

Unpredictable travel time also has significant effects for freight and movement of goods and services. Operating costs for shippers increase and affect time-sensitive deliveries and manufacturing processes. Worsening congestion also diminishes regional air quality as vehicles idle longer.

Biological Resources

FHWA and ADOT studied how I-11 could impact biological resources. Federal and state laws and regulations and local ordinances relevant to biological resources were reviewed and baseline data was collected. FHWA and ADOT collected data on plant and animal biotic communities, protected species, critical habitat and wildlife movements and evaluated the extent to which the construction and operation of the proposed Build Corridor Alternatives would affect these biological resources. Data were obtained from literature searches and from digital spatial data, much of which was provided by the Arizona Game and Fish Department (AGFD).

The results of the biological resources analysis were considered in identifying the Recommended Corridor Alternative.

The analysis was conducted in coordination and consultation with multiple agencies, including AGFD, U.S. Fish and Wildlife Service, Bureau of Reclamation, National Park Service, Environmental Protection Agency, Tribes and others. Impacts to biological resources were compared for each Build Corridor Alternative and mitigation strategies were identified to avoid or minimize potential impacts. The mitigation strategies will be refined during the Tier 2 process.

Cultural Resources

The impacts of a project on historic and archaeological resources are regulated under Section 106 of the National Historic Preservation Act. FHWA and ADOT evaluated how the proposed I-11 project could impact cultural resources using the following:

- Data from previously conducted cultural resources studies and surveys
- Publicly-available aerial imagery to preliminarily assess the eligibility of properties for the National Register of Historic Places
- Consultation with agencies, Tribes and nongovernmental organizations

FHWA and ADOT considered the potential for impacts on the identified cultural resources in

developing corridor alternatives and identifying the Recommended Corridor Alternative.

Compliance with the National Historic Preservation Act

In consultation with agencies, Tribes and other interested parties, FHWA and ADOT drafted a Programmatic Agreement (PA) to comply with the National Historic Preservation Act. The PA stipulates procedures to complete the inventory and evaluation of cultural resources and assess effects on properties listed in or eligible for the National Register for each Tier 2 project environmental process. The draft PA will be revised, as necessary, in response to comments on the Draft Tier 1 EIS and executed in conjunction with the Final Tier 1 EIS, before the Record of Decision is issued.



Saguaro National Park - West



Tumacácori National Historical Park

Section 4(f)

Section 4(f) of the Transportation Act of 1966 states that a federally-funded project may not be approved when it impacts publicly-owned parks, recreation areas, wildlife and waterfowl refuges, or historic sites unless there is no feasible and prudent avoidance alternative and the action includes all possible planning to minimize harm. Developing alternatives to avoid and protect parks and historic sites is commonly referred to as the Section 4(f) process.

Compliance with Section 4(f)

To ensure compliance with Section 4(f), FHWA and ADOT:

- Identified protected properties within near corridors
- Consulted with the owners with jurisdiction of the protected properties.
- Assessed potential impacts
- Examined ways to avoid impacts, including evaluation of avoidance alternatives

- Identified potential minimization and mitigation strategies
- Considered the Section 4(f) potential impacts and minimization/mitigation strategies in developing the Recommended Corridor Alternative
- During Tier 2 studies, ADOT will:
 - » Continue coordination and consultation with property owners and/or officials with iurisdiction
 - » Conduct a detailed and Final Section 4(f) Evaluation for Tier 2 alignment alternatives within the Selected Alternative for each Tier 2 project environmental process
 - » Identify property-specific mitigation

The opportunity for public review and comment concerning the potential effects of the project on Section 4(f) properties is satisfied in conjunction with this public hearing and the Draft Tier 1 EIS public comment period per 23 CFR 774.



Nickel Mine Shaft at Vulture Mountains

By Tony the Marine, CC BY-SA 3.0, https://commons.wikimedia. ora/w/index.php?curid=25956791



Recommended Corridor Alternative

The Purpose and Need is a fundamental part of the NEPA process and was a key component in identifying the Recommended Corridor Alternative. Because each of the three Build Corridor Alternatives perform differently and result in both beneficial and adverse effects, the Recommended Corridor Alternative is a hybrid of the three Build Corridor Alternatives, combining segments from each that best meet the Purpose and Need while reducing the potential for adverse impacts. The Recommended Corridor Alternative is primarily comprised of the Purple and Green Alternatives.

The Recommended Corridor Alternative serves existing and emerging economic activity centers within the Study Area, providing critical connections between employment hubs and the broader population. The Recommended Corridor Alternative best serves areas of concentrated growth, including Casa Grande, Goodyear, Buckeye and Wickenburg. The Recommended Corridor Alternative would reduce travel time between Nogales and Wickenburg by almost 60 minutes over the No Build Alternative in 2040. The travel time savings support efficient commercial/trade traffic through the Intermountain West, a key purpose of I-11.

The Recommended Corridor Alternative would provide a continuous north-south transportation facility where one does not exist – adding up to 930 new lane miles through the Study Area.

Alternate interstate freeway routes and regional route redundancy help alleviate congestion and prevent bottlenecks during emergencies, weather incidents and crashes.

Mitigating Potential Impacts

The Recommended Corridor Alternative includes measures such as:

- Intentionally placing corridors outside national monuments, avoidance of national parks, wilderness areas and tribal lands
- Avoiding or minimizing impacts to Section 4(f) resources (parks, recreation areas, wildlife/waterfowl refuges and historic resources)
- Avoiding or minimizing impacts to wildlife linkage areas
- Commitment to study wildlife movement and build crossings and fencing
- Minimizing construction footprint through Pima pineapple cactus habitat, other endangered species habitat, and the Tucson Mitigation Corridor
- Prohibiting interchanges in Avra Valley between West Snyder Hill Road and West Manville Road
- Minimizing construction footprint within Gila River and Santa Cruz River
- Minimizing impacts of light pollution on dark skies
- Landscape designs to minimize visual impacts
- Mitigating noise impacts, if Tier 2 studies determine measures are reasonable and feasible
- Maintaining recreational and local connectivity across I-11

Nogales

Rationale for Selecting the Recommended Corridor Alternative

Purple Alternative
Green Alternative
Orange Alternative

	Description	Rationale for Recommendation		
0	 From Nogales to Sahuarita Connects to existing SR 189 using existing Port of Entry Co-located with 1-19 	 Avoids potential impacts to sensitive environmental resources Existing I-19 has the capacity to accommodate the projected future traffic Benefits of a new route in this area do not outweigh the impacts (e.g. steep terrain, roadless areas and protected open space) 		
2	From Sahuarita to Marana (new corridor) • New corridor west of Tucson • Includes a connection to I-10 in Marana	 Avoids unmitigable impacts to historic districts and structures in downtown Tucson Includes mitigation strategies to address impacts to wildlife connectivity including 7 wildlife crossings within or near the Tucson Mitigation Corridor aligned with existing wildlife crossings of the Central Arizona Project (CAP) canal Attracts and diverts traffic from existing roadways, connecting metropolitan areas and markets in the western U.S. through a high-capacity transportation corridor Provides alternate regional route to I-10, facilitating efficient mobility for emergency evacuation and defense access 		
3	From Marana to Casa Grande (new corridor) • New corridor west of I-10 • Connects to I-8 and extends north along Chuichu Road	 Includes measures to minimize impacts on floodplains Consistent with local and county plans Provides access to planned growth areas and serves key economic centers in Marana, Eloy and Casa Grande Attracts and diverts traffic from existing roadways, connecting metropolitan areas and markets in the western U.S. through a high-capacity transportation corridor Provides alternate regional route to 1-10, facilitating efficient mobility for emergency evacuation and defense access 		
4	 From Casa Grande to Buckeye (new corridor) Extends west along Barnes Road, then heads northwest toward Goodyear Parallel to the Sonoran Desert National Monument boundary Follows the proposed SR-303L south extension and proposed SR-30 west Crosses SR-85 and then veers north to intersect I-10 near 363rd Avenue 	 Includes mitigation strategies to address the impacts of a new Gila River crossing and commits to avoiding Section 4(f) resources Consistent with local and county plans Provides access to planned growth areas and serves key economic centers in western Pinal and Maricopa counties Attracts and diverts traffic from existing roadways, connecting metropolitan areas and markets in the western U.S. through a high-capacity transportation corridor Provides an alternative regional route in an area where there are currently no high-capacity transportation facilities 		
5	 From Buckeye to Wickenburg (new corridor) Extends north from I-10 near 363rd Avenue Follows an existing transmission line corridor through the Vulture Mountains Recreation Area Connects to US 93 northwest of Wickenburg 	 Includes measures to mitigate impacts to Vulture Mountains Recreation Area Consistent with local land-use and transportation plans Serves key economic centers in the Hassayampa Valley, western Maricopa County and Yavapai County Attracts and diverts traffic from existing roadways, connecting metropolitan areas and markets in the western U.S. through a high-capacity transportation corridor Provides an alternate regional route and access to planned growth areas 		

FHWA and ADOT have identified a Recommended Corridor Alternative that best meets Arizona's growing transportation needs, while minimizing adverse effects on local communities and the environment.

What's Next?

>>>> Public Review Period on Draft Tier | EIS

The public review and comment period for the Draft comments and formal responses to comments will Tier 1 EIS is April 5, 2019 through July 8, 2019. All

be included in the Final Tier 1 EIS.

>>> Public Review Period on Final Tier | EIS

FHWA and ADOT will prepare a Final Tier 1 EIS. The Final Tier 1 EIS will take into consideration all of the comments received from the public, agencies, Tribes and stakeholders and will identify a Preferred Corridor Alternative, which may be the No Build Alternative or a Build Corridor Alternative. If the Preferred Corridor Alternative is a Build Corridor Alternative, it

may endorse or modify the Recommended Corridor Alternative from the Draft Tier 1 EIS and would include recommendations to minimize environmental impacts.

The Final Tier 1 FIS will be distributed for a minimum, 30-day public review period scheduled for early 2020.

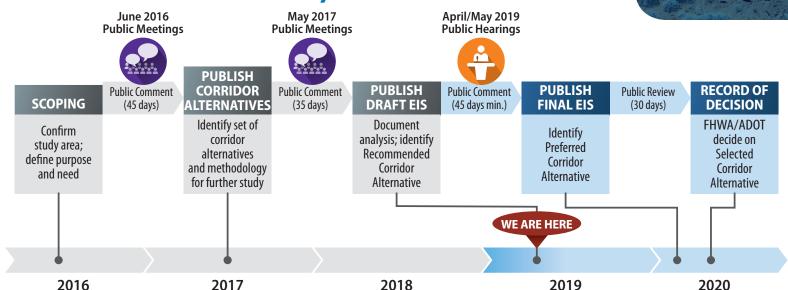
>>>> Record of Decision

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Following the public review period for the Final Tier 1 EIS, FHWA will issue a Record of Decision that formally presents the **Selected** Corridor Alternative and describes the basis for the decision. The Selected Corridor

Alternative can be a No Build or Build Corridor Alternative, If FHWA and ADOT select a Build Corridor Alternative, the Record of Decision will include commitments to minimize environmental impacts.

I-11 Tier 1 EIS Schedule and Key Milestones



For more information:





Interstate 11 Tier 1 EIS Study Team c/o ADOT Communications 1655 W. Jackson St., MD 126F Phoenix, AZ 85007



