KN17217 & 18865 Franklin Boulevard:
I-5 Bridge to McVay Highway
Categorical Exclusion

Fed Aid# 6960(043)PE

Fed Aid# 6960(041)PE & CE

Fed Aid# 6960(045)RW

November 2016

Project Vicinity and Termini

The proposed Project is located in the Glenwood neighborhood, situated in the southwest corner of Springfield, adjacent to Eugene (Figures 1 & 2). The proposed Project's western terminus is located on Franklin Boulevard/Highway 126B at approximately M.P. 0.4 (approximately 1/4-mile east of Interstate-5 [I-5]). The proposed Project's eastern terminus is on the approaches to the Main Street and South A Street Bridges over the Willamette River, at approximately M.P. 1.3, immediately east of the intersection of Franklin Boulevard and McVay Highway. Proposed Project termini also extend approximately 500 feet south on Glenwood Boulevard, Henderson Avenue, Mississippi Avenue, and McVay Highway. These termini are the limits of the proposed improvements to Franklin Boulevard, identified in pink on Figure 3.

Purpose of the Proposed Project

The purpose of the proposed project is to modernize Franklin Boulevard within the project termini by upgrading the facility in a manner that: (1) accommodates and improves safety conditions for all transportation modes, including pedestrians, bicycles, and transit services, (2) addresses estimated future operational and mobility deficiencies, and (3) is consistent with the City of Springfield's local planning decisions.

Need for the Proposed Project

The identified transportation needs for the proposed project include the following:

- Franklin Boulevard does not have continuous, separated bicycle lanes. This creates hazardous conditions for motor vehicles, cyclists, and pedestrians as cyclists are forced to either navigate the heavily-trafficked roadway in the outside of the right lane or to utilize narrow and disjointed sidewalks.
- The sidewalks along Franklin Boulevard do not meet current safety standards, including the City of Springfield's Standard Specifications and provisions of the Americans with Disabilities Act (ADA).
- The calculated 20 year crash rate for Franklin Boulevard within the project termini is above the 2014 Oregon statewide average for all urban principal arterials. In addition, this rate is above peer and critical rates for this type of facility as determined by the Highway Safety Manual (ODOT, 2016; AASHTO, 2010). Appendix A.

- Anticipated increases in population and employment will increase traffic on Franklin Boulevard. The City estimates that by the year 2035, both the Franklin Blvd/Glenwood Blvd and Franklin Blvd/McVay Hwy intersections will exceed performance standards if no improvements are made (City of Springfield, 2014a).
- In future years, vehicle "queuing" along Franklin Boulevard leading up to these intersections is expected. In addition to motor vehicle travel, this congestion would affect the mobility and safety of the existing EmX service (the region's bus rapid transit service) and bicycle travel.
- The number of driveways and other uncontrolled vehicular access points contribute to crashes and congestion along Franklin Boulevard. Several crashes have occurred on Franklin Boulevard at multiple driveway locations between Concord Street and the Springfield Bridges (City of Springfield, 2012). Stricter access control is needed to improve the functional operations and safety of the facility.
- The City of Springfield *2035 Transportation System Plan* (2014a) identifies transportation improvements needed to serve expected transportation growth in the City over the next 20 years, including multi-modal improvements on Franklin Boulevard.
- The City's *Glenwood Refinement Plan* (2012) identifies the need to re-design and re-construct Franklin Boulevard as a multi-modal transportation facility to accommodate the mix, intensity, and types of land uses planned in the Glenwood area and to provide an improved arterial connection between Springfield and Eugene.
- The City's *Franklin Boulevard Study* (2009) recognizes the need to minimize right-of-way impacts to businesses and property owners when designing improvements to Franklin Boulevard.

Figure 1. Project Vicinity

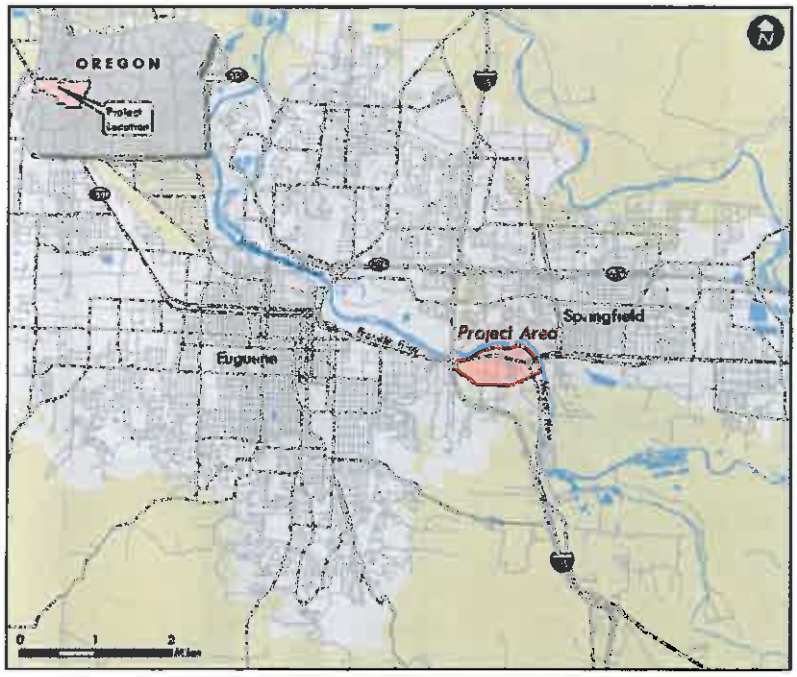
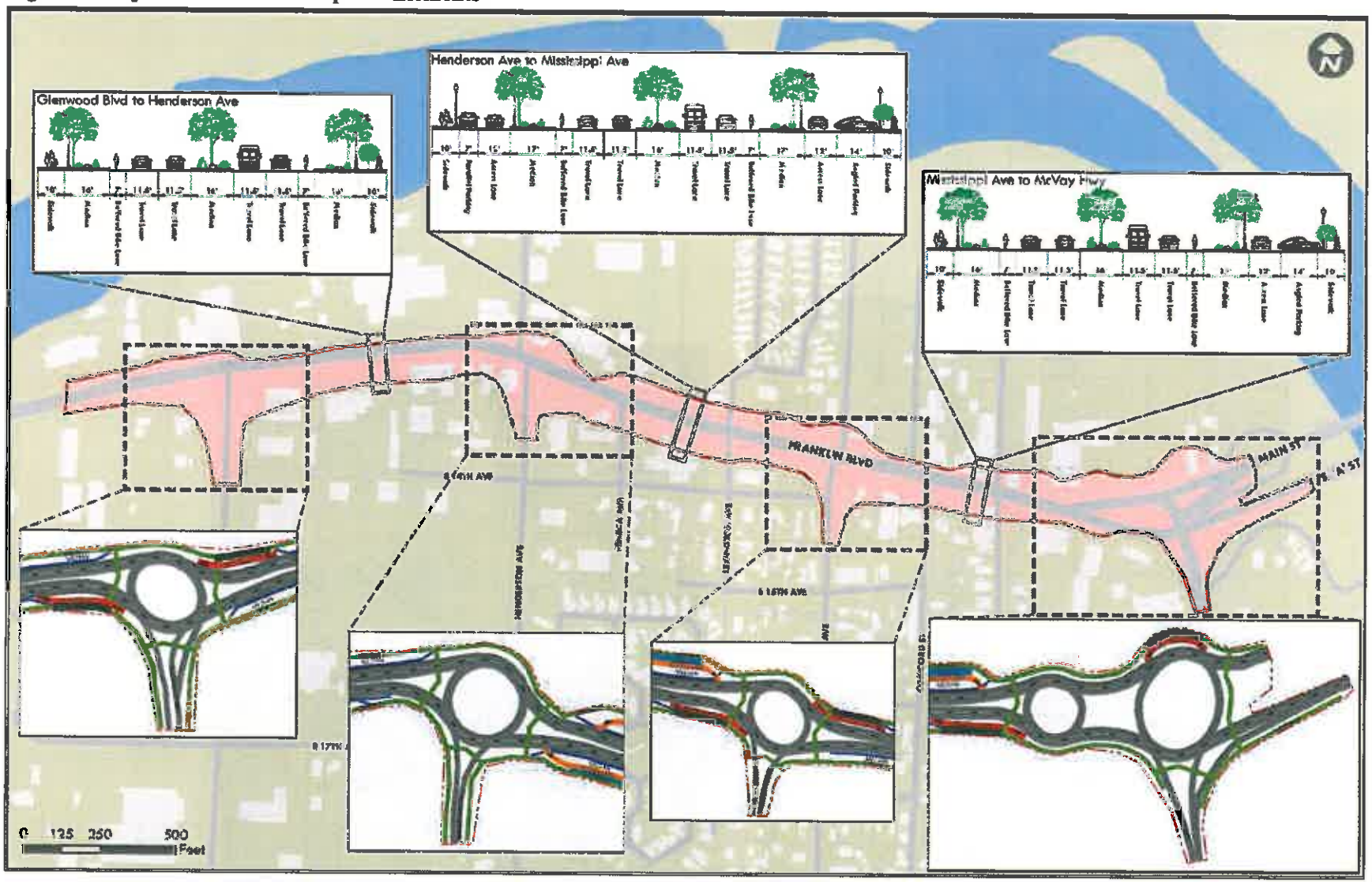


Figure 2. Project Area

Figure 3. Project Termini and Proposed Elements



Existing Conditions

Franklin Boulevard is a five-lane arterial roadway that serves as the primary east-west connection through Glenwood, as well as a principal artery connecting downtown Eugene, the University of Oregon, and downtown Springfield. The EmX bus rapid transit (BRT) service which connects downtown Eugene and downtown Springfield travels along Franklin Boulevard, including stops with shelter coverage. Within the proposed Project termini, there are four signalized intersections on Franklin Boulevard - at Glenwood Boulevard, Henderson Avenue, Brooklyn Street, and McVay Highway. The roadway has minimal access control and the right-of-way varies from 70 to 75 feet in width. Figure 4 is a typical cross-section of the existing conditions on Franklin Boulevard in the Project Corridor.

Franklin Boulevard currently lacks adequate bicycle lanes and pedestrian facilities. Sidewalks are substandard and disjointed with obstructions and there are limited pedestrian crossings. West of Glenwood Boulevard, Franklin Boulevard has striped bicycle lanes on both sides of the street. East of Glenwood Boulevard bicycle lanes or shoulders do not exist. Therefore, bicyclists currently use the outside of the right lane or the sidewalks to travel along the roadway. Figure 5 shows a photo of typical conditions.

Franklin Boulevard also currently lacks stormwater treatment facilities. Stormwater runoff is discharged to the Willamette River untreated through an existing storm sewer system.

The existing roadway is under the jurisdiction of the City of Springfield. Jurisdiction was transferred from the Oregon Department of Transportation in late 2014.

Figure 4. Typical Cross-Section of Existing Conditions

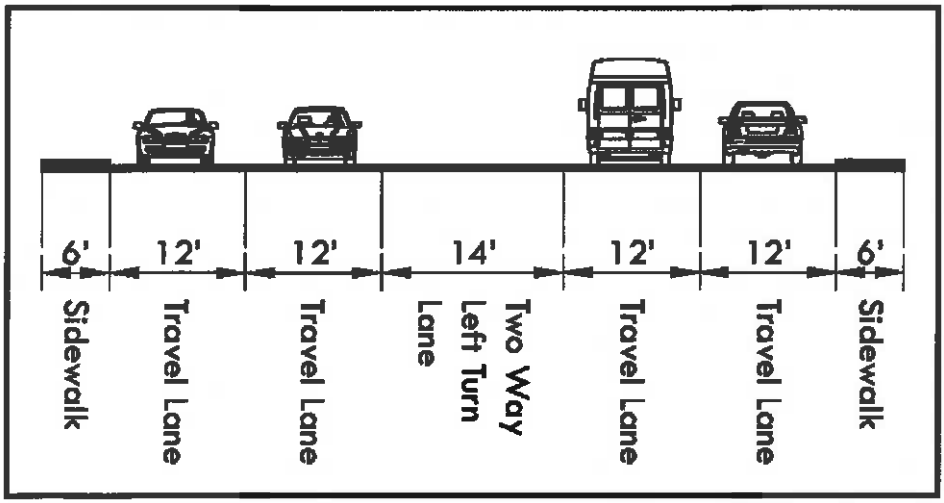


Figure 5. Existing Conditions on Franklin Boulevard

Project Elements

The Figure 3 insets illustrate the proposed construction elements along Franklin Blvd. The proposed Project would reconstruct Franklin Boulevard to include four travel lanes with roundabouts at four intersections (shown in gray), bus turn-out lanes (red) and stops (dark green), bike lanes both adjacent to outside travel lanes and separated from traffic (purple), landscaped medians and stormwater treatment facilities, sidewalks (light green), and local access lanes (orange) with parking (blue). Figures 6 through 8 show the three cross-sections in Figure 3 at a larger scale. The West Cross-Section, Glenwood Boulevard to Henderson Avenue (Figure 6), would include two travel lanes in each direction, designated bike lanes on both sides, a central median, and sidewalks on both sides buffered from the roadway by landscaped medians. The Middle Cross-Section, Henderson Avenue to Mississippi Avenue (Figure 7), would include these same elements as well as local access lanes on both sides, separated from the through traffic lanes by landscaped medians. Local access lanes would be short, single-lane, single-direction frontage roads separated from the main through-lanes. The local access lane on the south side would include one travel lane and parallel parking. The local access lane on the north side would include one travel lane and angled parking. The East Cross-Section, Mississippi Avenue to McVay Highway (Figure 8), is the same as the middle cross-section, except that it would not include a local access lane on the south side. All elements of the project would be designed to AASHTO standards.

The proposed Project would include four two-lane roundabouts at the four intersections of Franklin Boulevard with Glenwood Boulevard, Henderson Avenue, Mississippi Avenue, and McVay Highway. The Franklin/McVay intersection roundabout would be configured into a double roundabout.

The proposed Project would construct local access roads and consolidate driveways and other uncontrolled vehicular access points. Access control and local access roads with parking would address traffic flow and safety concerns within the project termini. Through-traffic would keep moving while local access turn movement traffic would not create congestion or as many accident opportunities compared to the existing configuration of Franklin Boulevard within the project termini. There would be a very small increase in out-of-direction travel for left turn movements as the motorist would need to circle the next roundabout and travel back to their desired destination. All access to existing residential areas would be maintained. These access measures combined with the roundabout intersections would reduce the severity of collisions typically associated with turn movements and intersections.

As demonstrated in Figure 3, the proposed Project would construct a network of interconnected sidewalks and bike paths. Within the project termini, there are currently four pedestrian crosswalks across Franklin Boulevard, all associated with existing signalized intersections. The proposed project would increase the crosswalk number across Franklin Boulevard to nine, one on either side of each roundabout (three at the McVay Highway intersection double roundabout). Sidewalks and sidewalk ramps would meet AASHTO and ADA standards. One design exception to these standards would be for rectangular rapid flash beacons (RRFB) at each of pedestrian crossings of the multilane approaches to the proposed roundabouts. The U.S. Access Board's guidelines for accessible rights-of-way (PROWAG), section R305.6.2 states, "At roundabouts with multi-lane crossings, a pedestrian activated signal complying with R306 shall be provided for each segment of each crosswalk, including the splitter island." Section R306 describes a full pedestrian signal, complete with WALK/DON'T WALK signal heads. Section R102 allows for alternatives provided they result in substantially equivalent or greater accessibility and usability. Experience with traffic signals at roundabout crosswalks is limited, and experience with signals to provide access at roundabout crossings to persons with visual or other disabilities is non-existent. Therefore, until there is additional guidance from the U.S. Access Board on approved types of signalization at pedestrian crossings, RRFBs would be included in the proposed project as an alternative that provides substantially equivalent or greater accessibility and usability.

Under the proposed Project the storm sewer system would be reconstructed to include a series of vegetated infiltration planters, infiltration raingardens, proprietary inlet treatment structures, and new inlets and conveyance piping. Pervious concrete pavers would also be used in sidewalks and bike paths to reduce the amount of contributing runoff. The new system would accommodate stormwater pollutant treatment and infiltration to at least the 25-year storm event for all contributing impervious surface area. All stormwater facilities would be constructed either in the median strip between the travel lanes, within roundabout centers, or adjacent to sidewalks and bike paths. No new conveyances systems or outfalls to the Willamette River would be constructed.

The proposed Project would accommodate the existing EmX bus rapid transit service operating along Franklin Boulevard by building new pullout lanes to stops with shelters. There are currently three bus stop/shelters in each direction within the project termini; at McVay, Mississipi/Lexington, and Glenwood. These stops block the outside lane of travel while in use since there currently are no pullouts. The proposed Project would not include dedicated bus lanes and the City has not identified a specific plan or timeline for implementation of dedicated bus lanes. However, the proposed Project right-of-way does not preclude consideration and/or implementation of such transit improvements in the future. Any project to

provide dedicated bus lanes would be independent of the proposed Project and would need to go through a separate environmental review and approval process.

The proposed Project would be constructed in phases. The City of Springfield currently has a mix of federal, state, and local funds to design and construct a first phase, from Mississippi Avenue to McVay Highway (Figure 9). Subsequent phases within the project termini would likely be funded through a similar combination of sources. Construction of the first phase would likely take one to two years. The first phase of the proposed Project is in the Statewide Transportation Improvement Program (STIP) as Key Number 18865 OR126B & McVay Hwy: Mississippi Ave-UPRR Tracks.

Figure 6. West Cross-Section, Glenwood Boulevard to Henderson Avenue (128 Feet Wide)

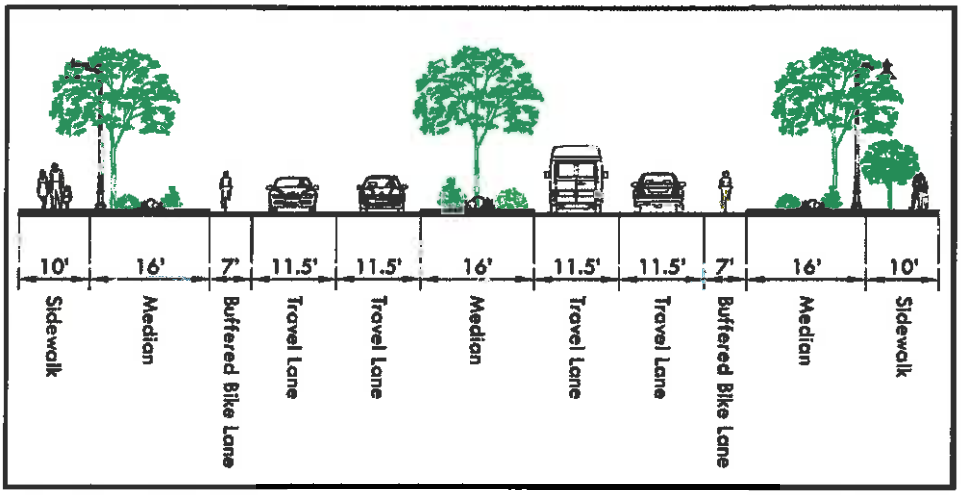


Figure 7: Middle Cross-Section, Henderson Avenue to Mississippi Avenue (175 Feet Wide)

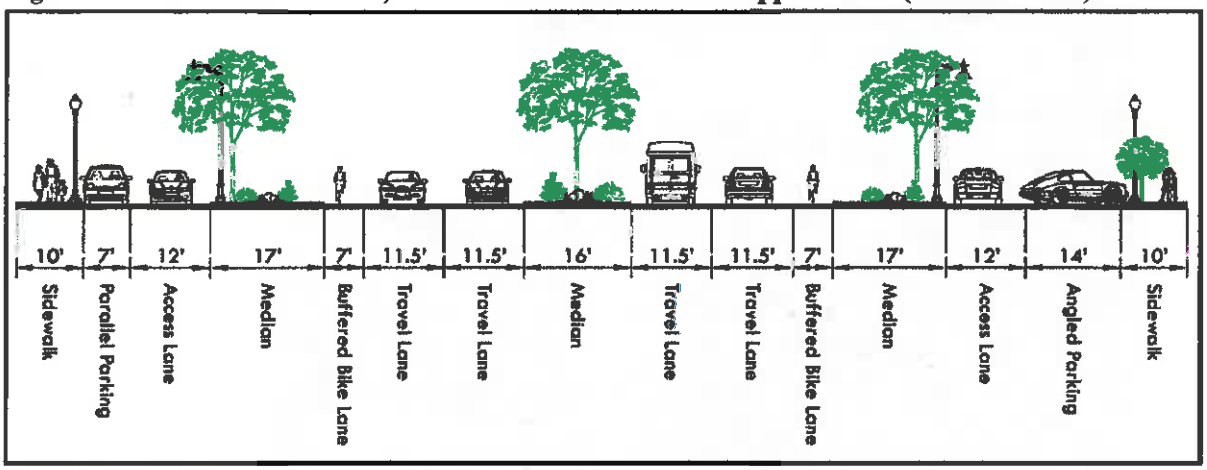


Figure 8. East Cross-Section, Mississippi Avenue to McVay Highway (155 Feet Wide)

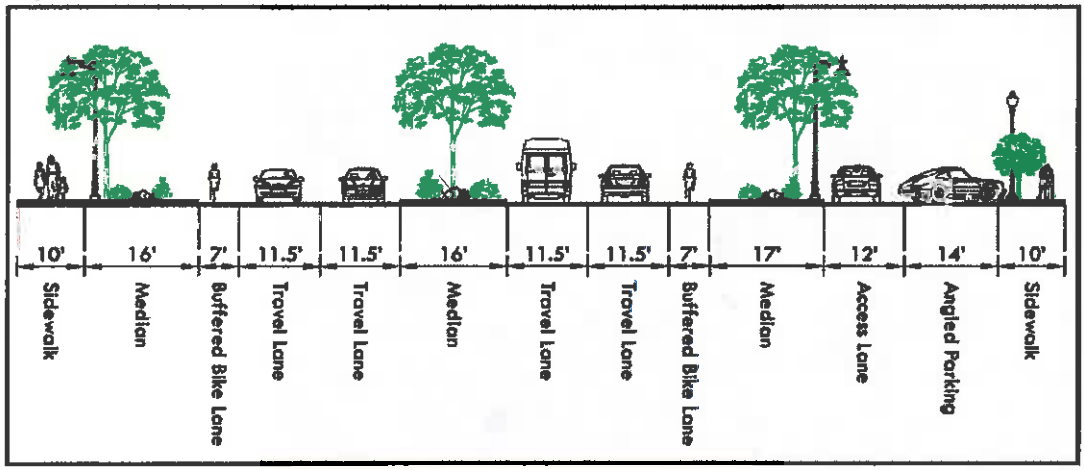
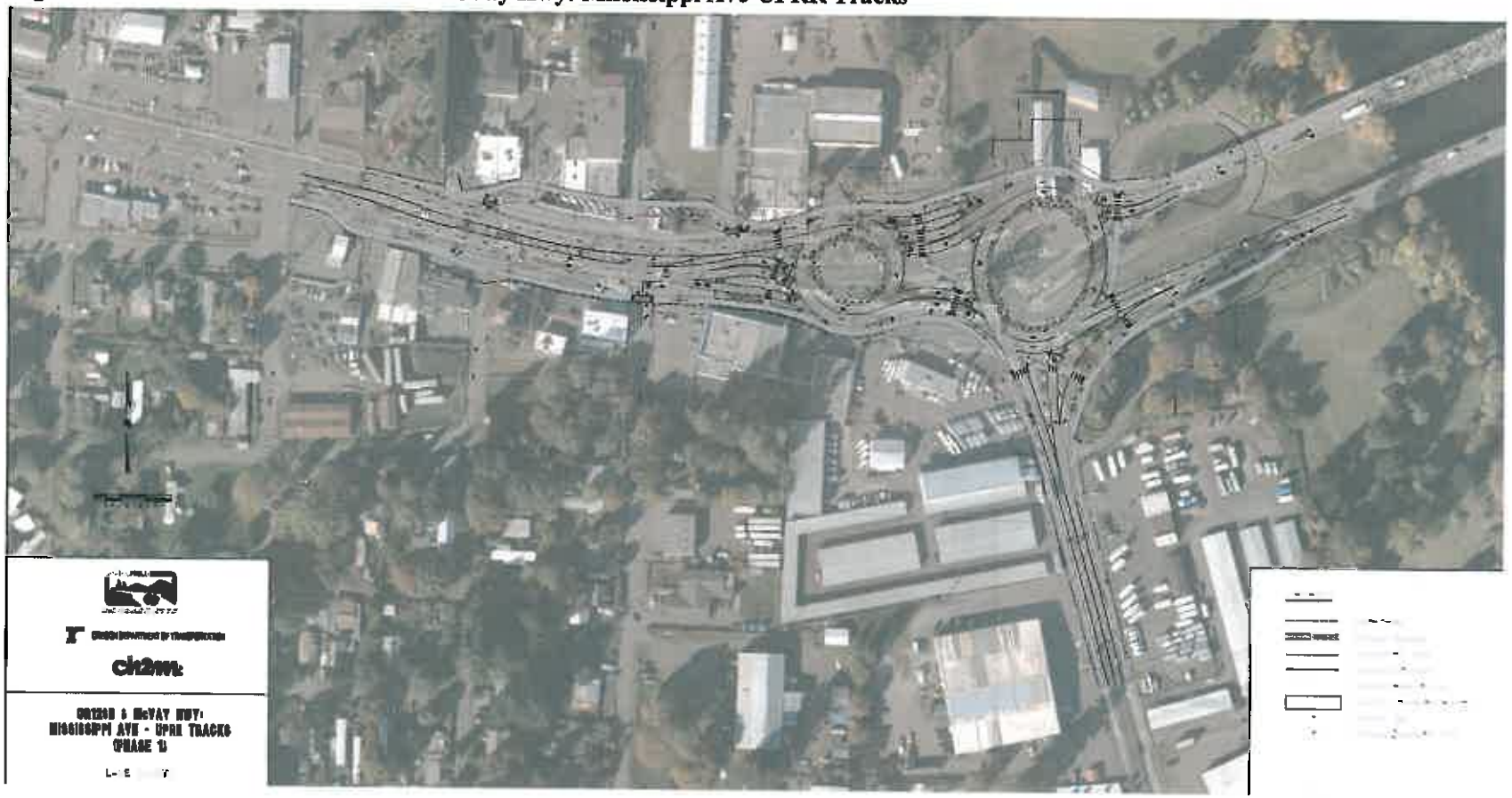


Figure 9. Phase 1 KN18865 OR126B & McVay Hwy: Mississippi Ave-UPRR Tracks



Concept Planning and Design Alternatives

The City of Springfield's local plans have identified the need for multi-modal improvements to Franklin Boulevard for over fifteen years, starting with the 1999 *Glenwood Refinement Plan* and concluding with the Glenwood Refinement Plan Update (adopted 2012, amended 2014). See Appendix B for a summary of planning efforts. In 2007, as part of the *Franklin Boulevard Study*, a planning team and Stakeholder Advisory Committee worked together to develop goals and evaluation criteria to guide refinement and selection of several design concepts for improvements to Franklin Boulevard. The evaluation framework included criteria in the following categories:

- Cost (project costs and land acquisition)
- Natural environment (sustainability, relationship to the river, environmental impacts)
- Community values and economic development (multimodal access, development potential, impacts to the existing business community)
- Transportation performance (freight, intersection performance, local and regional traffic)

In August 2007, a three-day concept development workshop was conducted with a consultant team, city staff representing the Springfield Economic Development Agency (SEDA) and the transportation and planning divisions, the general public, and members of the Stakeholder Advisory Committee. During the concept development workshop, three potential cross-sections were developed for Franklin Boulevard: improved arterial, multi-way boulevard, and a hybrid of the multiway boulevard and arterial cross sections. The team also developed concepts for the Franklin Boulevard/McVay Highway intersection - a roundabout option, a signalized option and a couplet-like option (also referred to as a square-about). In September 2007, the City Council reviewed and approved further study of the following two intersection concepts and nine boulevard concepts as follows:

<u>Franklin/McVay Intersection</u>

- Roundabout
- Signal

<u>Franklin Boulevard</u>

- 14th Avenue Multiway Boulevard
- 14th Avenue Arterial
- 14th Avenue Hybrid (half multiway boulevard/half arterial)
- Franklin Boulevard Arterial, widened to the south
- Franklin Boulevard Multiway Boulevard, widened to the south
- Franklin Boulevard Hybrid (half multiway boulevard/half arterial), widened to the south
- Franklin Boulevard Arterial, widened to the north and south
- Franklin Boulevard Multiway Boulevard, widened to the north and south
- Franklin Boulevard Hybrid (half multiway boulevard/half arterial), widened to the north and south

The concepts for improvements to Franklin Boulevard and the Franklin/McVay intersection were refined and evaluated based on the criteria described above. The primary measures that helped to differentiate between concepts included:

- Minimizing cost, property impacts and business acquisitions.
- Separating through and local traffic.
- Establishing a comfortable pedestrian environment.

The planning team and Stakeholder Advisory Committee agreed that a hybrid design, combining sections of the arterial and multi-way boulevard, (based on the existing alignment widened to the south) be advanced for further design, as well as a roundabout treatment for the Franklin/McVay intersection.

The multiway boulevard options all created a better pedestrian environment than arterial options because sidewalks were adjacent to low-traffic roadways. The multiway boulevard options also separated local and regional traffic better than arterial options. The arterial options typically had lower project costs (excluding right-of-way) than the multiway boulevard options. The improved arterial widened south and multi-way boulevard widened south options had more benefits and fewer impacts than the other options.

While the signal and roundabout options had similar construction costs, right-of-way impacts and building displacements, and both treatments were expected to accommodate future traffic demands, the Stakeholder Advisory Committee preferred the roundabout treatment because it provided an opportunity to create a gateway site for people entering Glenwood from downtown Springfield.

Environmental Resources, Impacts, and Mitigation

Traffic

Proposed Project conceptual design was based on traffic volume projections in the City of Springfield's Transportation System Plan (TSP) which includes existing (2013) and future (2035) traffic volumes projected by registered traffic engineers (City of Springfield, 2014a). Those projections demonstrate that by 2035 traffic volumes at the four major intersections within the project termini will increase from 22-42% (see Appendix C)[1]. Under its current configuration, the Franklin Boulevard/ McVay Highway intersection would not meet intersection performance standards at these volumes. The other four intersections within the project termini were not included in the TSP intersection performance analysis, but have percentage volume increases as large as, or greater than, the Franklin/McVay intersection.

In addition to AASHTO standards, the City of Springfield follows its Engineering Design Standards and Procedures Manual when designing projects on their facilities. When a project includes reconstruction or constructing new intersections, all intersection control types must be evaluated using procedures outlined in the Manual, which includes prioritization of roundabouts at arterial intersections. In following manual procedures the City design team determined that there were no fatal flaws for the roundabout option at all four intersections. The Franklin/McVay intersection was analyzed to compare the function of a single roundabout vs. a two roundabout configuration. The first analysis done used the existing conditions with a single lane coming into the single roundabout in the north/south direction (McVay) and two lanes in the east/west direction (Franklin). This showed the intersection at a Level of Service C, with the southbound movement failing. The intersection was then split into two roundabouts again using the existing conditions of two lanes in the east/west direction and one lane in the north and south directions. This configuration demonstrated a Level of Service A for the configuration, with no movements failing. Therefore, the proposed Project design would provide for future traffic demand while mitigating potential congestion issues. Additional information regarding roundabout design analysis can be found in Appendix C.

This first phase would include the double roundabout serving the Franklin/McVay intersection, a local access lane and parking on the north side of Franklin Boulevard, bus pullout stops with shelters, bicycle and pedestrian paths and crossings, and stormwater treatment facilities.

[1] Hand changed numbers on the TSP volume figure were done by Kittleson & Associates traffic engineers after publication due to missing turn movements. Personal communication with City of Springfield Project Manager.

Right of Way

The proposed Project would require acquisition of approximately 7 acres of land from 56 parcels with 31 owners. Up to nineteen businesses could be displaced. No residents would be displaced. The 7 acres represents 14 percent of the 50-acre total size of all potentially affected parcels and 11 percent of the 63-acre total area of all parcels that front on Franklin Boulevard in the project termini.

There are 14 right of way files associated with the first construction phase, including 4 full building removals, 2 building and lot/parking reconfigurations, and 6 properties with modified access and/or parking. Of the 4 full demolitions, two are currently vacant (one already owned by the City prior to the project right of way process), one is operating contrary to City redevelopment code, and one was being negotiated as a partial demolition and the owners opted for full demo on their own accord.

The City of Springfield will work with each displaced business individually to learn and respond to its needs and provide the displaced business assistance meeting the requirements of the Uniform Relocation Act. The Eugene-Springfield area has an ample supply of appropriately zoned, available real estate to which displaced businesses can relocate. Right of way acquisition within the project termini would not significantly reduce the number or size of parcels available for commercial development. Many of the parcels would have enough space remaining for redevelopment. For more information on business displacements see the Socioeconomics section below.

Land Use

The proposed Project would support the growth and planned land uses in the area called for by the Eugene-Springfield General Plan, referred to as the MetroPlan, which is the City of Springfield's comprehensive plan. The proposed Project would not constrain or otherwise induce significant impacts to planned growth or land use for the area. The Glenwood Refinement Plan, which is the part of MetroPlan, specifically calls for the modernization elements of the Project (City of Springfield, 2012. Pg. 60). The City's Transportation System Plan (TSP), also part of Springfield's comprehensive plan, includes the proposed Project and was premised on forecasts of population and employment in the area based on planned land uses called for by the comprehensive plan. This means the proposed Project purposefully supports the land use in the City's comprehensive plan. As required by the Transportation Planning Rule, which is part of the State of Oregon's Statewide Planning Program, the City of Springfield will undertake a review and approval process for the proposed Project, including citizen involvement, public notice, and a hearing. As part of the process, the City will adopt minor amendments to its comprehensive plan to conform it to the project design. The proposed Project is entirely within the Eugene-Springfield Urban Growth Boundary and would require no Statewide Planning Goal exceptions. The first phase of construction is consistent with federal, state, and local land use policies and procedures.

Public Involvement/Outreach

The City of Springfield has conducted extensive public outreach, which will continue through project design and construction. Outreach on the Glenwood Refinement Plan, which includes the proposed Project, began in 2007 and extended through adoption of the Plan in 2012. The outreach included a stakeholder advisory committee and citizens advisory committee, a mailing to all property owners and residents, regular updates to members of an interested parties list, a project website, a public open house,

outreach to specific interest groups, and public work sessions and hearings of the Springfield and Lane County Planning Commissions, Springfield City Council, and Lane County Board of Commissioners.

In the current phase of project development, the City conducted an in-person survey of all businesses within the project termini and has conducted an extensive public outreach plan. A detailed list of public outreach efforts can be found on the City's project website: http://newfranklinblvd.org/public-involvement/public-outreach-summary/ and is included in Appendix D. The plan included communications with affected businesses and residents through mailings, e-mailings, and phone calls; one-to-one outreach to displaced businesses; special measures to engage low-income persons, including in-person visits to dwellings adjacent to Franklin Boulevard and incentives to attend outreach events; targeted outreach events for the disabled and elderly; issue-focused meetings, such as on bicycle/pedestrian issues; open houses; e-updates to an interested parties list; project information posters at high visibility locations; updates to neighborhood organizations; a website with comment function; and use of print, radio, and TV media. The City held a public open house on the project in September 2015 with 160 attendees.

In addition, ODOT received comments in October 2016 related to NEPA status and Environmental Justice population impacts from the proposed project. Please see Appendix E for the summary of comments and ODOT's response.

Socioeconomics

The proposed Project would benefit the Glenwood community by increasing both vehicular and bicycle/pedestrian safety, as well as ensuring efficient multi-modal mobility as traffic increases in future years. The proposed Project would reduce the impediment to pedestrian movement across Franklin Boulevard that the existing roadway creates because of its substandard sidewalks and limited pedestrian crossings. The proposed Project would introduce wide sidewalks separated from through traffic, improved spacing and number of pedestrian crossings, pedestrian refuges between directions of travel, crossing signals (RRFB) and slowed traffic.

The improved sidewalks and crosswalks would improve conditions for the elderly and disabled, higher percentages of whom live in Glenwood than elsewhere in Springfield and the region. Block Group (BG) 1 of Census Tract (CT) 36 is the U.S. Census Bureau enumeration area most representative of the project vicinity (Figure 10). It has a higher percentage of elderly residents (22 percent) than the City of Springfield and Lane County (12 and 15 percent, respectively) (Parsons Brinkerhoff, 2014a). The Project Area includes the 89-space Midway Mobile Manor mobile home park, where residents must be 55 or older. Given the higher percentage of the elderly in CT 36 BG 1 and Midway Mobile Manor, there may be a comparatively higher percentage of the disabled in the Project Area, but a statistically reliable percentage for CT 36 BG 1 is not available.

Bicycle safety would be improved through creation of dedicated bike lanes on the roadway shoulder and separated bike path segments. Safe bicycle facilities promote more use and less vehicular traffic.

The proposed Project's impact on jobs would be limited. The 106 jobs held by employees of the 19 potentially relocated or displaced businesses are 9 percent of the approximately 1,217 employees in the

project area, and most jobs would move to the businesses' new locations within the metropolitan area. The first construction phase would result in fully displacing two active businesses and removing two currently unoccupied buildings. One of the full displacements is operating despite City of Springfield disapproval according to Glenwood re-development code and one was being negotiated as a reconfiguration but the owners chose to on their own accord to be fully displaced. Two other buildings would be reconfigured but the business would remain.

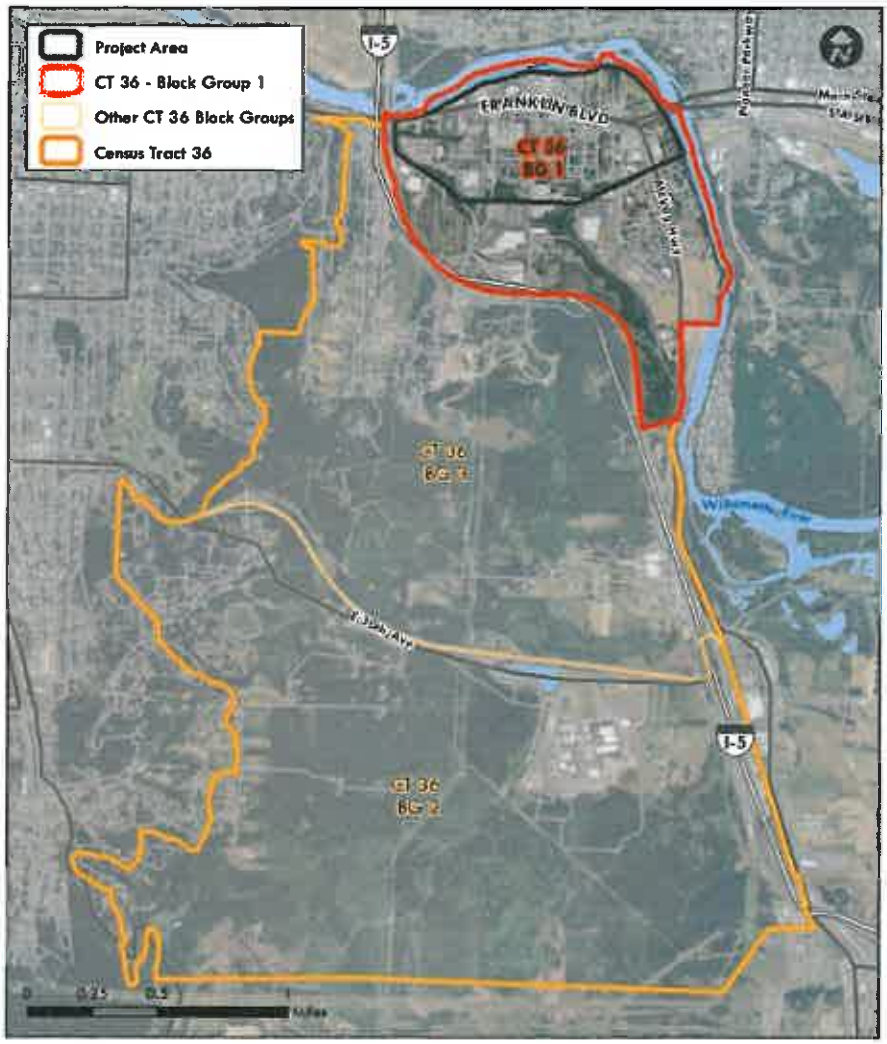
The relocation of the displaced businesses would have a limited effect on their customer bases because of the market areas and types of businesses displaced. Based on survey results (See Appendix F), all have market areas that are the metropolitan area, the state, or the region (Oregon, Washington, California, and Idaho). Because customers are located throughout the metropolitan area or beyond, this reduces the importance of the business's location. A related characteristic of the businesses is that they are either in the category of destination retail sales and service (e.g., auto sales or service) or customers do not visit the location to conduct business (e.g., contractors). The effects on business patronage would depend on the business, where it is relocated, and reliance on drive-by traffic exposure versus other types of advertising. As previously stated, all business displacements would be provided relocation assistance meeting the requirements of the Uniform Relocation Act.

The relocation or displacement of businesses by the proposed Project would not deprive the neighborhood of important local services. The proposed design specifically avoided displacing the DariMart on Franklin Boulevard at Brooklyn Street, which is a convenience store that also sells produce and other groceries. Public outreach efforts have shown it is important to the neighborhood, as the nearest full-service grocery stores are 2 miles from the center of the neighborhood (Market of Choice, 1960 Franklin Blvd; Safeway, 1891 Pioneer Pkwy E). DariMart has also been identified as a community gathering place, which is why it was chosen as one of the public outreach locales and utilized on multiple occasions.

During the first phase of construction, access to businesses, including temporary construction signage, would be provided at all times during construction to minimize financial impacts. Residents, business owners, and visitors adjacent to the proposed Project would experience slight out of direction travel associated with access control measures.

Business displacement would not have a significant impact on the number of jobs or locally important services while the project would benefit the community through improved bicycle and pedestrian facilities.

Figure 10. Project Area Census Tract and Block Groups



Environmental Justice

The U.S. Census Bureau's 2010 Decennial Census shows that minorities represent a relatively small portion of the population in Lane County, the Eugene-Springfield Metro Area, the City of Springfield, and CT 36 BG 1 (Figure 10). Minorities represent approximately 16.4 percent of the total population in BG 1, which is slightly lower than the minority population of the City of Springfield (19.5 percent), but similar to Lane County as a whole (15.3 percent) (Parsons Brinckerhoff, 2014b. Table 1). City officials familiar with the community report that it contains no known concentrations of minorities, conditions confirmed during the public outreach process. No residential properties would be displaced by the proposed Project.

One of the 19 proposed business displacements has been identified as minority owned. However, that business was recently established at its location in conflict with current Glenwood Refinement Plan re-development requirements. The City Planning Supervisor met with the business owner and property

owner to inform them of the conflict and that occupying the existing building was not an approved use. The property owner allowed the business owner to open his business anyway within the existing building. Regardless, this business would receive the same relocation benefits of the other potentially displaced businesses.

The percentage of employees of the proposed displaced businesses that are minorities is small. Survey respondents for all but one of the displaced businesses provided percentages of employees by race and ethnicity. Based on these responses, 79 percent are white, 6 percent black, 9 percent Asian, 2 percent Indian or Alaskan Native, and 2 percent "other." Hispanic/ Latinos comprise 13 percent of the total. (The percentages by race do not add to 100 percent because the number of employees by race was calculated by applying percentage estimates from respondents to the total number of employees at the business location.)

Given the relatively low percentage of minority residents, business owners, and employees and the lack of concentrated minority populations the proposed Project would not have disproportionately high or adverse effects to minorities.

Census Tract 36 BG 1 has a substantially higher low-income population (27 percent) than the City of Springfield, and Lane County (21 and 19 percent, respectively) with an estimate of approximately 270 persons (Parsons Brinkerhoff (b), 2014. Table 2). Block Group 1 includes eight mobile home parks, which can indicate the presence of low-income residents because mobile homes are often a low-cost housing option. Two of these mobile home parks are immediately adjacent to the project termini. The proposed Project will not relocate or displace any residents.

The proposed Project would impact low-income populations by moving the road closer to their residences and potentially modifying access points, but would not close or limit access to their dwellings. A Traffic Noise Study was completed for the proposed Project (see below) and found that one five-unit apartment building is currently experiencing traffic noise levels at or above ODOT Noise Approach Abatement Criteria (NAAC). Since the proposed Project would slightly increase traffic noise to this building, noise abatement measures were evaluated but determined not feasible under established abatement criteria.

Low-income populations would be subject to less convenient access control measures, but would not be subject to disproportionate impacts. The proposed Project would create out-of-direction travel for all highway users, although the distances would be small considering the roundabout spacing within the project termini.

The proposed Project's conceptual design was modified to avoid displacing the DariMart, which serves low-income residents, as well as other residents. Another convenience store, the newly constructed Buy 2, was originally thought to be displaced but the City is working with the business to reconfigure parking and access. The remainder of the potentially displaced businesses do not specifically serve low-income populations within the community.

Low-income residents would share in the benefits of the proposed Project, including improved sidewalks, pedestrian crossings, bicycle lanes and paths, bus stop access, as well as improved motor vehicle access

and safety. The proposed Project would also include incremental improvements in air quality, water quality, and clean-up of known hazardous material sites to current State and Federal standards.

The City of Springfield has taken measures to encourage minority and low-income residents of the Project Area to participate in project development. These measures included targeted outreach to mobile home parks, utilizing Meals on Wheels to deliver project information fliers and meeting invitations, placing fliers and invitations to meetings on every door step in the Glenwood community (including a Spanish version), and bi-lingual outreach visits to the two mobile home parks whose managers identified Spanish speaking residents. The most common feedback received from these efforts was concern about the proposed Project forcing residents from their homes. These concerns were elevated by local newspaper articles announcing City Council approval for the use of condemnation in the right of way process. In response to residents' concerns, City staff and the Mayor attended a public meeting at Roaring Rapids Pizza to answer questions and assure residents that the proposed Project would not include residential displacement or loss of access.

Neither the first phase of construction, nor the proposed Project will cause disproportionately high and adverse effects on any minority or low-income populations in accordance with provisions of E.O. 12898 and FHWA Order 6640.23A. For more information on Environmental Justice populations in the project area please see Appendix G.

Section 106 Archaeological and Historic Resources

A cultural resource survey was conducted and report produced by URS Corporation in January 2014. The project termini contains two properties determined to be eligible for the National Register of Historic Places (NRHP), the Myrmo & Sons property and the westbound Springfield Bridge #1223 at the east end of the proposed Project. The proposed Project's conceptual design has been modified to avoid any direct impact on Myrmo & Sons property. Indirect impacts would be limited to such things as landscaping, excluding the existing mature trees in front of the building, and sidewalks which would occur within the project's right-of-way. Bridge #1223 is beyond the eastern limits of the proposed Project. No impacts would occur to the structure. ODOT submitted an amended Historic Finding of No Adverse Effect to the State Historic Preservation Office (SHPO) on November 17, 2016. SHPO concurred with the Finding on December 2, 2016. See Signed Historic FOE (Appendix H).

The project would not impact archaeological resources. The cultural resource report recommended archeological testing for the undeveloped area near the Willamette River. A shovel-probe survey of areas near the bridges at the project's eastern terminus was completed and a Phase I Archaeological Investigation Report was submitted to ODOT in June 2016. The subsurface exploratory probing resulted in the identification of two newly recorded isolated finds. Both of these finds were recommended as not eligible for listing in the NRHP. The Section 106 archaeology finding for the proposed Project is No Historic Properties Affected. The ODOT archaeologist cleared the proposed Project by spreadsheet, Stipulation 4C, of the 2011 Section 106 Programmatic Agreement on November 7, 2016.

The proposed project would not have significant impacts to cultural resources.

Section 4(f) of the US Department of Transportation Act

Section 4(f) of the US Department of Transportation Act of 1966 provides protections to public parks, recreation lands, wildlife refuges, and historic sites. There are no parks, recreation areas, or refuge properties subject to Section 4(f) within the project termini. The Willamalane Park and Recreation District operates the Camp Putt Adventure Golf Park adjacent to Franklin Boulevard on the Roaring Rapids Pizza Company property. Proposed Project right of way acquisition would not displace the facility, but would require modification to the "clubhouse" building, relocate one hole and reduce the area of play by about 2,000 square feet, which is about 3 percent of the total. Under an FHWA policy paper, the facility is not subject to Section 4(f) because there is no element of public ownership (FHWA, 2012). While the Willamalane Park and Recreation District is a governmental body, it holds no property interest in the facility, long-term or otherwise. It does not lease the facility from the private landowner. Instead, it operates the facility under a management agreement, a provision of which entitles the landowner to terminate the management agreement with 60 days of advance notice.

There are two historic properties subject to Section 4(f) within the Project termini, the Myrmo & Sons property and the Springfield Bridge. The Project would not modify the bridge or scenic elements related to the bridge. The proposed Project alignment was modified to avoid the Myrmo & Sons property, including mature landscape trees fronting Franklin Boulevard. Therefore, the proposed Project would not result in a Section 4(f) use.

The project will not impact Section 4(f) protected parks, wildlife refuges, or historic properties.

Section 6(f)(3) of the Land and Water Conservation Fund Act

Section 6(f)(3) of the Land and Water Conservation Fund Act (LWCF) addresses the protection and conversion requirements of public outdoor recreation property that was acquired or developed with grant money from LWCF. There are no properties protected with Section 6(f)(3) funds within the Project termini, thus there will be no impacts.

Noise

A traffic noise study was completed for the proposed project in June 2015. It quantified estimated noise impacts and evaluated the feasibility of noise abatement. A technical noise analysis was performed to document the existing conditions as well as No Build and Build Alternative future conditions along the Franklin Boulevard Project. The traffic noise analysis complied with guidelines established by the Federal Highway Administration (FHWA) and ODOT. The noise levels along the current roadways were measured at six locations, and existing and future No Build Alternative and Build Alternative peak noise levels were modeled at 14 locations using the FHWA's Traffic Noise Model (TNM®). Modeled noise levels range from 59 dBA Leq(h) to 65 dBA Leq(h) for the existing peak noise conditions. For the No Build Alternative modeled noise levels ranged from 60 dBA Leq(h) to 67 dBA Leq(h). Future Build Alternative modeled noise levels ranged from 61dBA Leq(h) to 68 dBA Leq(h).

Existing noise levels reach the ODOT Noise Approach Abatement Criteria (NAAC) at a five-unit apartment building and at the Camp Putt Adventure Golf Park. Future No Build noise levels reach the ODOT NAAC at the same apartment building and golf park as in the existing conditions and includes the outdoor sitting area at Planned Parenthood. Future Build noise levels reach the ODOT NAAC at the same apartment building and at the outdoor sitting area at Planned Parenthood. No sites are predicted to

experience a substantial increase of 10 dBA or more in future noise levels as a result of the proposed Project. Therefore, the project would not significantly affect noise levels within the project termini.

Noise abatement was considered at both locations predicted to experience noise levels above the ODOT NAAC. At both locations a feasible abatement option including traffic management, alignment alterations, buffer zones, and noise barriers was not found to be viable to reduce noise levels at sites with impacts.

Only the golf park is near the first construction phase of the proposed Project, located adjacent to the western limits of the project. Project construction will comply with the City of Springfield's noise ordinance. For more information, please see the Final Noise Technical Report (Appendix I).

Air Quality

The ODOT Air Quality Specialist completed a PM-10 Air Quality memo for the proposed Project. The memo can be found in Appendix J. The memo findings are as follows:

(1) Regional Conformity

The Franklin Boulevard: I-5 Bridge to McVay Project as described in this CE is the same in design concept and scope as the proposed Project that is listed in the 2015-2018 Metropolitan Transportation Improvement Program (MTIP project #10) and the 2015-2018 State Transportation Improvement Plan (18865) and in 2012-2015 STIP(17217).

(2) Project-level Conformity

The proposed Project involves modernization to improve traffic flow with the removal of four existing signals and replacement with 5 new roundabouts and transit, pedestrian and bike improvements. Some of these activities are non-exempt activities, therefore the proposed Project is subject to project level conformity. The proposed Project is anticipated to be a categorical exclusion under 23 CFR 771.117 (d)(13). However, based on low annual average traffic volumes (relative to air quality concerns) and low percentage of diesel vehicles (4.8%), this project is not a project of local air quality concern and the requirements of the Clean Air Act Amendments (CAAA) and 40 CFR 93.116 are met without requiring a hot-spot analysis. The proposed Project would not cause or contribute to any new violations of any standard, increase the frequency or severity of any existing violation or any standard or delay timely attainment of the National Ambient Air Quality Standards (NAAQs) or any transportation control measures.

(3) Mobile Source Air Toxics (MSAT) Considerations

For MSAT considerations, the proposed Project has a low potential for MSAT. The proposed Project will widen and realign Franklin Boulevard with roundabouts and single lane local connections. The localized level of MSAT emissions for the Build Alternative could be higher relative to the No Build Alternative, but this could be offset due to increases in speeds and reductions in congestion (which are associated with lower MSAT emissions). Also, MSAT will be lower in other locations when traffic shifts away from them. However, on a regional basis, EPA's vehicle and fuel regulations, coupled with fleet turnover, will over time cause substantial reductions (even after accounting for vehicle miles traveled [VMT] growth) that, in almost all cases, will cause region-wide MSAT levels to be significantly lower than today.

For these reasons, the project would not have significant air quality impacts.

Wetland, Water Resources, and Water Quality

There are no wetlands or waterways within the project termini. The Willamette River flows through Glenwood, north and east of the proposed Project. Currently, stormwater runoff in the project termini is collected in a storm sewer system that discharges directly to the Willamette River untreated. The proposed Project would improve the quality of stormwater runoff reaching the Willamette River in two ways. First, there would be a net reduction in total impervious surface by approximately 2 acres. Within the project termini an estimated 2 acres of pervious surface would be converted to impervious surface, while landscaped medians, stormwater facilities and roundabouts would convert an estimated 4 acres of impervious surface to pervious surface, resulting in a net reduction in impervious surface by an estimated 2 acres. This would reduce stormwater runoff. Second, stormwater runoff from the entire contributing impervious surface area to at least the 25-year storm event (4.8 inches of rainfall in a 24-hour period) would be treated and infiltrated within facilities constructed by the proposed Project. The project termini do not fall within the Federal Emergency Management Agency (FEMA) mapped floodway. Thus, the proposed Project would have no impact on base flood elevations.

There would no direct impacts wetlands or waterways and stormwater treatment measures should incrementally improve the quality of stormwater runoff reaching the Willamette River.

Endangered Species Act, T & E Species

The proposed Project was evaluated for impacts to Threatened and Endangered (T&E) species protected under the Endangered Species Act (ESA). Since the area in and surrounding the proposed Project is a highly urbanized setting with no natural habitats present, no effects to terrestrial T&E species would occur (See No Effect Memo, Appendix K).

The only potential effect to T&E species relates to stormwater discharge to the Willamette River. The Willamette River adjacent to the proposed Project contains ESA protected Upper Willamette River Spring Chinook Salmon and Bull Trout. In addition, the aquatic action area, the area where potential stormwater effects can occur, extends downstream into the Columbia River. The lower Willamette and Columbia Rivers host an additional 12 species of ESA protected salmonids as well as two non-salmonid protected species, eulachon (smelt) and green sturgeon. ESA consultation for potential stormwater effects was completed with the National Marine Fisheries Service (NMFS) and US Fish and Wildlife Service (USFWS) under Oregon's Programmatic Endangered Species Act Consultation on the Federal Aid Highway Program (FAHP).

Two separate FAHP programmatic consultation documents were completed, one for the first phase of the proposed Project (KN18865 OR126B & McVay Hwy: Mississippi Ave – UPRR Tracks) planned for construction in 2017 and one for the rest of the corridor, for which funding is not currently identified. Specific design detail for the first phase resulted in FAHP coverage through NMFS/USFWS approval. The only reason this phase required approval was due to a small area of sidewalk to the southern project limits on McVay Highway not being able to be captured and routed to stormwater facilities. Instead, treatment for this area would be offset within the Franklin Boulevard stormwater facilities since they provide treatment far above FAHP criteria.

The first phase of construction would construct 13 infiltration planters, 3 infiltration rain gardens, three Filterra Bioretention System units, and pervious concrete in sidewalks and bike paths.

The conceptual design, along with additional stormwater drainage mapping and facility location/sizing efforts enabled a separate FAHP consultation for the rest of the project termini. Should funding become available for a future phase(s), more detailed design information would be compared to the existing FAHP approval to determine its applicability. If substantial changes are needed due to unforeseen circumstances, the FAHP consultation would be re-opened and amended.

Stormwater treatment for the proposed Project would far exceed FAHP required criteria. Water quality treatment and infiltration to at least the 25-year storm would be achieved. For that reason the proposed Project would incrementally improve stormwater runoff water quality rather than degrade it.

See Appendix K for FAHP consultation documents.

Hazardous Materials

A Level 1 site assessment found records of 17 hazardous materials sites located on properties abutting Franklin Boulevard within the project termini (Appendix L). Right-of-way would be acquired from eight properties where hazardous materials may have been used or stored, including a former gas station, a tire shop (listed as a landfill site), an automotive dealership, two automotive repair facilities, a construction company, an HVAC company and a former veterinary hospital. Right-of-way would be acquired from two sites listed as having underground storage tanks containing petroleum products. Although sites of hazardous material concern would be impacted by construction of the project, standard mitigation measures for handling, containment, and disposal governed by Federal, State, and local laws would be implemented to decrease potential short-term exposure concerns. Standard mitigation measures for short-term exposure concerns include site investigation to determine magnitude and extent of contamination, resulting in a better understanding of how the contaminated property is impacting the current environment. These studies form the foundation of special provisions addressing short term exposures of construction workers and the adjacent public to contaminated media during the removal, handling and disposal. These measures include health and safety plans for worker protection as well as protection for the general public immediately adjacent to, or traveling through, the work area during the removal of contaminated media. The special provisions also direct the construction contractor on how to dispose or reuse contaminated media according to current State and Federal regulations. In addition, these same mitigation measures requiring proper removal and disposal of impacted materials would provide long-term cleanup benefits to the proposed project vicinity through removal of contaminated material.

The concept of stormwater infiltration in, or near, known hazardous materials sites was discussed with the ODOT Region 2 Hazmat Hydrogeologist for any concerns. The response was that, in general, the known hazmat releases within the project termini have been in place for years. The contaminant plume in soil and/or groundwater has developed (dispersed) to its maximum extent and shouldn't expand without a new source of contamination. These contaminant plumes are undergoing natural attenuation from biological (natural microbial and bacteriological) activity and chemical oxidation and/or reduction via interactions with the subsurface environment. When this is combined with contaminated source removal as part of the proposed Project, the long term benefit is restoration of the natural environment and a reduced exposure risk to harmful contamination for the public and the environment.

Since groundwater is not used for potable water (the City provides potable water through sealed water system) and the distance to the Willamette River from contaminated sites is large enough, risk to people and ecological receptors would be minimal as a result of the proposed project. Detailed investigations of these sites would be needed as design progresses to determine if any special stormwater infiltration avoidance measures need to be taken.

Efforts conducted to date on the first phase of the proposed Project have not found any insurmountable conflicts. Five sites identified with contaminated material would be encountered during construction. Mitigation measures for handling, containment and disposal would address any contamination encountered during the first phase of construction. For these reasons, the proposed Project would not have significant impacts to hazardous materials sites. Rather, known and encountered hazardous materials would be properly removed and disposed resulting in improved conditions within the project termini.

Visual Resources

The area surrounding the project termini is a highly urbanized commercial/industrial corridor with little vegetation, natural or landscaped. The east and west termini of the proposed Project provide the only natural scenic elements in the corridor. At the western termini, the Willamette River and its riparian vegetation as well as the new I-5 Whilamut Passage Bridge can be seen from Franklin Boulevard.

At the eastern termini, the Willamette River and its riparian vegetation as well as the historic Springfield Bridge can be seen from Franklin Boulevard. These views would not be altered by project activities during phase 1 construction or subsequent phases. Landscape and stormwater facility plantings, combined overhead utility relocations and undergrounding and incorporation of artwork into roundabout centers would improve the visual aesthetics of the corridor.

Tribal Coordination

The ODOT Archaeologist completed tribal coordination for the proposed Project and received no comments from any tribe.

<u>Confederated Tribes of the Grand Ronde Community of Oregon</u>

- January 13, 2014, e-mailed David Harrelson (David), Cultural Protection Specialist, and Tribal Historic Preservation Office (THPO) project information and project area maps. No comments received.
- December 10, 2015, e-mailed THPO project information and project area map. No comments received.
- September 26, 2016, e-mailed THPO unsigned Joint Finding of No Adverse Effect and technical report. No comments received.
- September 26, 2016, e-mailed THPO unsigned Joint Finding of No Adverse Effect and technical report. No comments received.
- October 24, 2016, e-mailed THPO signed Joint Finding of No Adverse Effect.

<u>Confederated Tribes of Siletz Indians</u>

- January 13, 2014, e-mailed Robert Kentta (Robert), Cultural Resources Director, project information and project area maps. No comments received.

- December 10, 2015, e-mailed Robert project information and project area map. No comments received.
- September 26, 2016, e-mailed Robert unsigned Joint Finding of No Adverse Effect and technical report. No comments received.
- October 24, 2016, e-mailed Robert signed Joint Finding of No Adverse Effect.

Confederated Tribes of the Warm Springs Reservation of Oregon

- January 13, 2014, e-mailed Roberta Kirk (Roberta), Review and Compliance Coordinator, Geo Visions, project information and project area maps. No comments received.
- December 10, 2015, e-mailed Kathleen Sloan (Kathleen), Archaeological Program Manager, Geo Visions, project information and project area map. No comments received.
- September 26, 2016, e-mailed Tribal Historic Preservation Office (THPO), Kathleen, and Roberta unsigned Joint Finding of No Adverse Effect and technical report. No comments received.
- October 24, 2016, e-mailed THPO, Kathleen, and Roberta signed Joint Finding of No Adverse Effect.

Cumulative Effects

Cumulative impacts result from the incremental effects of a proposed action when added to past, present, and reasonably foreseeable future actions (both public and private). The study area for the proposed Project has experienced incremental environmental impacts over a long period of time as a result of previous growth and development activities. The proposed Project is consistent with planned growth and land use planning efforts associated with the Glenwood area of Springfield (see Concept Planning and Design Alternatives and Appendix B). The impacts of the proposed Project would not cause a decline in the overall condition of the built and natural environment within the study area.

The following resource areas would have no direct, indirect, or disproportionate impacts from the proposed Project; therefore, a cumulative analysis of them is not necessary: Section 4(f), Section 6(f)(3), Section 106 Archaeological, Environmental Justice, Air Quality, Wetland, Water Resources, Water Quality, and Visual Resources.

For the resource areas that may have impacts, the proposed Project effects are beneficial, minor, and/or consistent with land use plans. There may be effects from the proposed Project, but because of their nature, they are not significant.

- Traffic: The proposed Project design would provide for future traffic demand while mitigating potential congestion issues. Also, the proposed Project improves pedestrian, bicycle, and vehicular safety within the project termini.
- Right of Way: Any impacts resulting from right of way purchases would be mitigated. The City of Springfield will meet the requirements of the Uniform Relocation Act. The Eugene-Springfield area has an ample supply of appropriately zoned, available real estate to which displaced businesses can relocate.
- Land Use: The proposed Project would support the growth and planned land uses in the area called for by the MetroPlan, which includes the Glenwood Refinement Plan and the Transportation System Plan. The proposed Project would not constrain or otherwise induce significant impacts to planned growth or land use for the area.
- Socioeconomics: The proposed Project would benefit the community by improving sidewalks, increasing the number of pedestrian crossings, and providing separated bike lanes. Business

displacement would not have a significant impact on the number of jobs or locally important services.

- Section 106 Historic Resources: There could be an indirect effect from minor changes to landscaping adjacent to one of the structures. However, this minor change is not significant and SHPO concurred with the Finding of No Adverse Effect for the two eligible historic structures.
- Noise: Existing and future noise levels reach ODOT's Noise Approach Abatement Criteria for consideration. However, no sites are predicted to experience a substantial increase of 10 dBA or more in future noise levels as a result of the proposed Project. Therefore, any potential impact is not significant and no mitigation is proposed.
- Endangered Species Act - T &E Species: The only potential effect to T&E species relates to stormwater discharge to the Willamette River. Stormwater treatment for the proposed Project would far exceed the criteria required by the programmatic agreement (FAHP). Water quality treatment and infiltration to at least the 25-year storm would be achieved. Therefore, the proposed Project would improve stormwater runoff water quality.
- Hazardous Materials: Mitigation measures for handling, containment, and disposal of hazardous materials would address any contamination encountered during project construction. Therefore, there would be no cumulative impact.

Conclusion

The proposed Project would neither individually or cumulatively result in significant impacts under NEPA. The proposed Project meets the FHWA criteria and conditions as a (d)(13) categorical exclusion pursuant to 23 CFR 771.117. The City of Springfield and ODOT are asking FHWA to approve the proposed Project using this designation and based on the supporting information in this document.

Adam Roberts

Digitally signed by Adam Roberts
DN: cn=Adam Roberts, o=Oregon Department of Transportation, ou=Region 2 Environmental Unit, email=adam.roberts@odot.state.or.us, c=US
Date: 2016.12.09 10:47:01 -08'00'

ODOT Region Environmental Coordinator
Adam Roberts

Bernie Kleutsch

Digitally signed by Bernie Kleutsch
DN: cn=Bernie Kleutsch, o=Oregon Department Of Transportation, ou=ODOT R2 GeoEnvironmental Unit, email=Bernard.D.Kleutsch@odot.state.or.us, c=US
Date: 2016.12.09 10:49:47 -08'00'

ODOT Environmental Manager
Bernie Kleutsch

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FHWA Official
Emily Cline

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Parsons Brinckerhoff (b). February 12, 2014. *Memorandum to Kristi Krueger, City of Springfield, Environmental Justice.*