

Highway 199 Expressway Upgrade

Oregon Department of Transportation

REVISED Environmental Assessment

Highway 199
City of Grants Pass and Josephine County, Oregon



ALTERNATIVE FORMAT AVAILABILITY

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Oregon

Theodore R. Kulongoski, Governor

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April 30, 2008

TO INTERESTED PARTIES OF THE

**Highway 199 Expressway Upgrade Project
Highway 199 (US 199)
City of Grants Pass and
Josephine County, Oregon
Key No. 14019**

The Oregon Department of Transportation is distributing this **Revised Environmental Assessment and Finding of No Significant Impact** for your information.

If you wish to further comment on the project or its impacts, please address your comments within 30 days to the Federal Highway Administration, the Equitable Center, Suite 100, 530 Center Street N.E., Salem, Oregon 97301. This office would appreciate a copy of your comments.

Thank you,

Art Anderson
ODOT Area Manager





**FEDERAL HIGHWAY ADMINISTRATION
FINDING OF NO SIGNIFICANT IMPACT**

for

**HIGHWAY 199 (US 199) EXPRESSWAY UPGRADE PROJECT
Phase I (MP 3.18 to 4.58)
Josephine County, OR
Key No. 14019 / Federal Aid No. X-STP-S025(034)**

The Federal Highway Administration (FHWA) has determined that Alternative A will have no significant impact on the human environment. This finding is based on the information provided in the Environmental Assessment, Supplemental Environmental Assessment, and the attached Revised Environmental Assessment which have been independently reviewed by the FHWA and found to adequately and accurately discuss the environmental issues and impacts of the proposed project and appropriate mitigation measures. These documents provide sufficient evidence and analysis for determining that an environmental impact statement is not required. The FHWA takes full responsibility for the accuracy, scope, and content of the environmental analysis.

Under Alternative A, US 199 will be improved from two lanes in each direction to three lanes in each direction from Tussey Lane to Dowell Road. Redwood Avenue at Allen Creek Road will be realigned to the north to accommodate future traffic volumes and queues. Median barrier and/or raised curb median will be constructed from Dowell Road to Midway Avenue to improve safety and eliminate crossing turn movements. The intersections of US 199 at Midway Avenue and US 199 at Hubbard Lane will be improved to allow u-turns. The existing signals at US 199 at Redwood Avenue and US 199 at Fairgrounds Road will be removed. A new signal will be installed at US 199 and Hubbard Lane. The estimated cost for the project is \$39.4 million (2010 dollars).

This Finding of No Significant Impact (FONSI) covers the portion of the alternative extending from Rogue Community College (RCC) (MP 3.18) to Midway Avenue (MP 4.58), Phase I. Construction activities in this section are limited to installation of median barrier and minor roadway widening. In addition, a small detention pond near RCC will be constructed to reduce runoff into nearby irrigation canals. The cost of Phase 1 is approximately \$3 million (2008 dollars).

4/28/08
Date

Phillip A. Ditzler
Phillip Ditzler
Federal Highway Administration
Oregon Division Administrator

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CHAPTER 1 Introduction

1.1 Project Identification

The Highway 199 Expressway Upgrade Project is located in Grants Pass in Josephine County, Oregon. The project is 4.24 miles long, from mileposts 0.20 to 4.58. The area of potential impact (API) is the area within which potential environmental, social, and economic impacts from the project may occur. The API is defined as the general area of Highway 199 bounded by: Midway Avenue to the west and Tussey Lane to the east; Hubbard Lane from Highway 199 to Demaray Drive to the south; Redwood Avenue from Highway 199 to Dowell Road to the north, and 500 feet north of Highway 199 along Ringuette Street (Exhibit 1-1).

The western segment of the project (Midway Avenue to Dowell Road) is located in an area that is rural with intermittent, residential neighborhoods on either side of the highway. Rogue Community College is located in the western portion of the project, along with a few churches. There are some large, intact stands of mature trees in this area and the terrain slopes gently.

The central segment of the project (Dowell Road to Fairgrounds Road) transitions to a more urban and developed setting. This segment supports a variety of uses ranging from residential to large commercial facilities, including the Josephine County Fairgrounds. Development density and traffic congestion increase as one travels from west to east. In addition, there are some stands of mature trees and some individual trees, shrubs, and bushes, and the terrain begins to transition from sloping to flat.

Project Name: Highway 199 Expressway Upgrade Project

Funding Source: FHWA and ODOT

County: Josephine

City: Grants Pass

ODOT Region: 3

Highway/Roadway: Highway 199

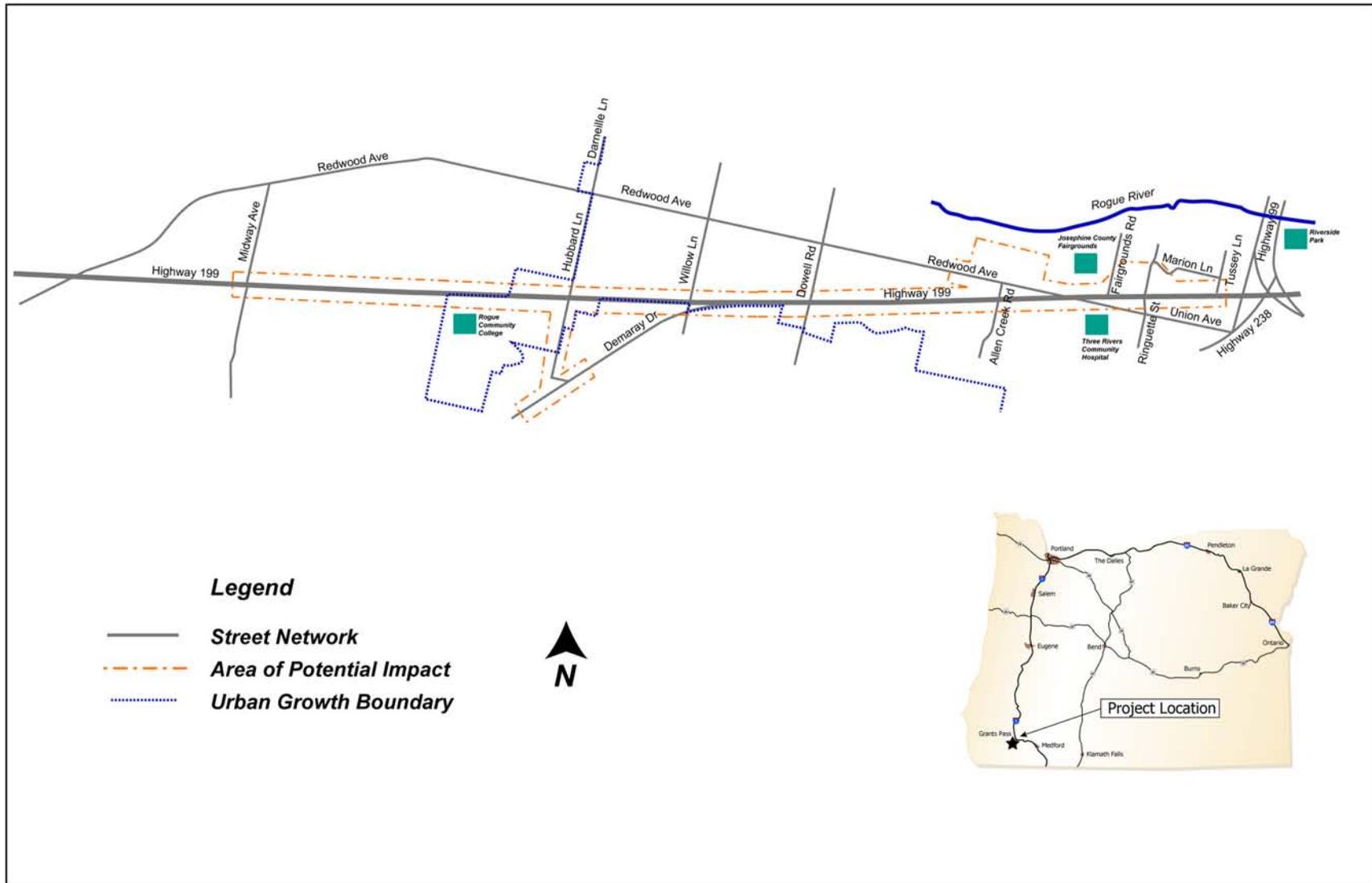
State Improvement Program Status: ENVDOC

Beginning Milepost: 0.20

Ending Milepost: 4.58

Length: 4.24 miles

EXHIBIT 1-1. PROJECT LOCATION AND AREA OF POTENTIAL IMPACT



The eastern segment (Fairgrounds Road to Tussey Lane) of the project is in a highly and densely developed, urban part of Grants Pass. There are a variety of uses in this portion including but not limited to small businesses, neighborhoods, and a hospital. There is substantial congestion in this area. There are a few trees, shrubs, and bushes, and the terrain is mostly flat.

1.2 Purpose of the REA

This Revised Environmental Assessment (REA) for the Highway 199 Expressway Upgrade project in Josephine County completes the Environmental Assessment (EA), which was circulated for public review during a 30-day period beginning January 22, 2007, and the Supplemental Environmental Assessment (Supplemental EA), which was circulated for public review during a 30-day period beginning December 5, 2007. Copies of the EA and Supplemental EA are available upon request from the ODOT Region 3 office and available electronically at <http://www.oregon.gov/ODOT/HWY/REGION3/>.

The REA describes the Preferred Alternative and reasons for its recommendation, provides a summary of the proposed mitigation and conservation measures, identifies additions and changes to the EA and Supplemental EA, summarizes the public involvement and agency coordination, and includes comments on the EA and Supplemental EA and ODOT responses to the comments.

1.3 Organization of the REA

Chapter 1 provides information on project location, explains the purposes of this REA, and provides a summary of the purpose and need for the project. Chapter 2 provides a detailed description of the Preferred Alternative, and Chapter 3 presents the reasons for recommending the Preferred Alternative. Chapter 4 summarizes the proposed mitigation and conservation measures that would be implemented to avoid, minimize, or compensate for negative effects that could occur as a result of the project. Chapter 5 describes any additions or changes to the EA and Supplemental EA. Chapter 6 summarizes the public involvement process and agency coordination that has occurred as well as the comments received on the EA and Supplemental EA during the public comment periods. Chapter 7 discusses the project conformance with land use, transportation and other planning regulations. Chapter 8 concludes that the project impacts will not have a significant effect on the environment and,

To receive a copy of the Supplemental EA or EA contact:

ODOT Region 3 Office

541-774-6299

<http://www.oregon.gov/ODOT/HWY/REGION3/>

therefore, an Environmental Impact Statement (EIS) will not need to be prepared.

1.4 Summary of the Purpose and Need

The purpose of the project is to address vehicular and pedestrian safety, and current and future congestion and operational deficiencies along Highway 199 between Midway Avenue and Tussey Lane.

The need for the project is based on the crash history, congestion, access, growth of surrounding area, and system efficiency of Highway 199.

For a detailed description of the project's purpose and need see the EA and Supplemental EA.

A detailed description of the project's purpose and need can be found:

In the EA here:

http://www.oregon.gov/ODOT/HWY/REGION3/docs/h199e/ea/03_Hwy_199_EA_Chapter_1_introduction.pdf

In the SEA here:

http://www.oregon.gov/ODOT/HWY/REGION3/docs/h199e/supp_ea/03Hwy199SEACChapter1.pdf

CHAPTER 2 Preferred Alternative

Alternative A, one of the three possible build alternatives considered, has been recommended as the Preferred Alternative. This alternative includes improvements from Midway Avenue to Tussey Lane as well as a realignment of the Allen Creek Road intersection with Redwood Avenue. The following sections discuss details of the proposed improvements split into three segments: 1) Midway Avenue to Dowell Road, 2) Dowell Road to Fairgrounds Road, and 3) Fairgrounds Road to Tussey Lane.

The general alignment of Preferred Alternative is shown in Exhibit 2-1. The design goal of this alternative was focused on engineering elements that improved safety and reduced congestion. In tandem with roadway design elements, an access management strategy was applied to reduce the number of access points. By defining driveways with curb, gutter and sidewalk as well as combining driveways for adjacent properties, reasonable access will be maintained to properties adjacent to Highway 199. This access management strategy improves Highway 199 efficiency, particularly in the Fairgrounds Road to Tussey Lane segment where many properties on the north side of Highway 199 currently have many conflict points where vehicle collisions can occur.

2.1 Midway Avenue to Dowell Road

Exhibit 2-2 shows the general improvements proposed as part of the Preferred Alternative between Midway Avenue and Dowell Road, with insets to provide greater design detail at major intersections. This segment has the following design features:

EXHIBIT 2-1. PREFERRED ALTERNATIVE

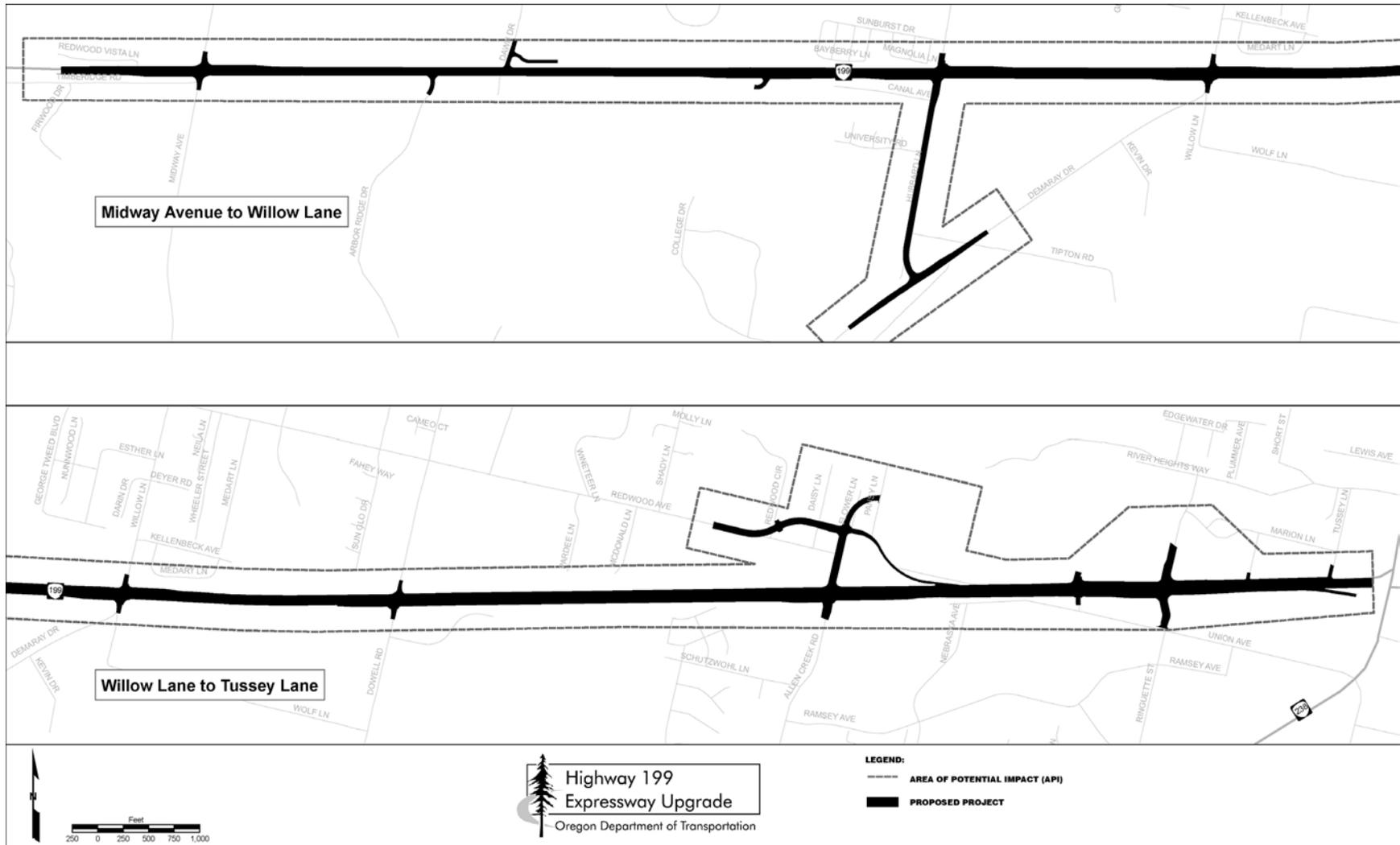
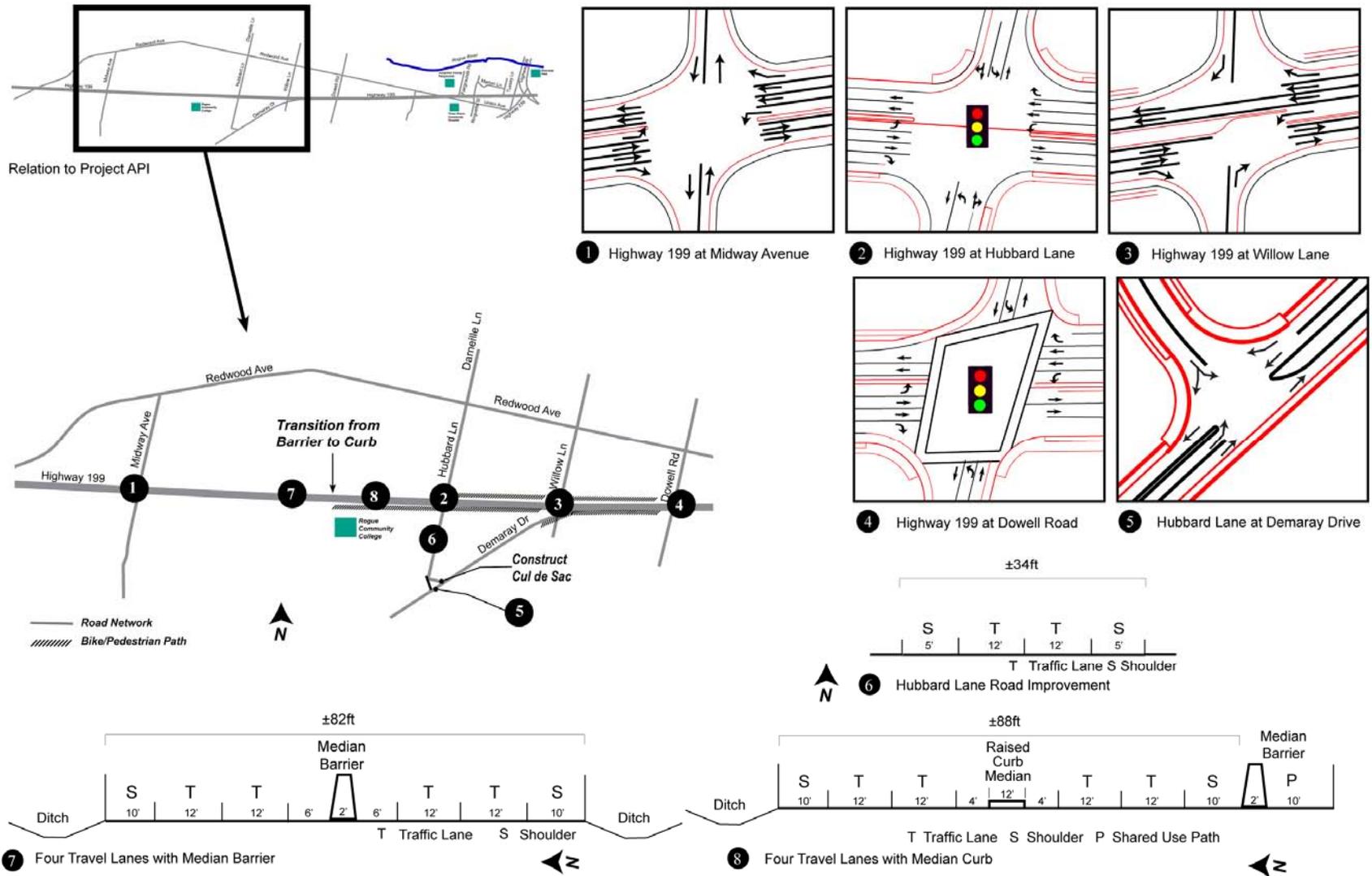


EXHIBIT 2-2. PREFERRED ALTERNATIVE BETWEEN MIDWAY AVENUE AND DOWELL ROAD

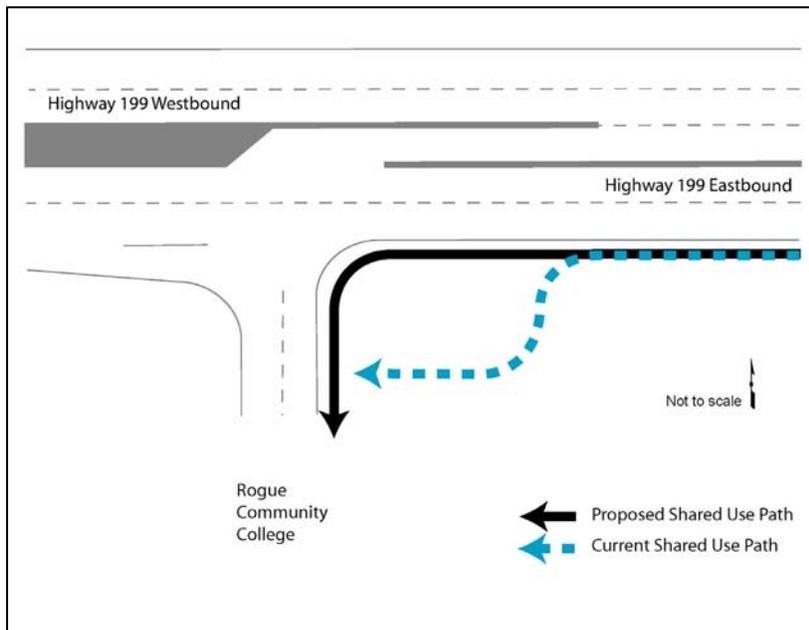


- Highway 199 would continue to have four travel lanes (two in each direction) but a median barrier would be added between the eastbound and westbound lanes. From Midway Avenue to the Rogue Community College entrance, the barrier would be an approximately 42-inch-high concrete median barrier. This median barrier would transition to a raised curb median (approximately 5 inches high) in the vicinity of the Rogue Community College entrance. The raised curb median would continue east to Dowell Road. Insets 7 and 8 of Exhibit 2-2 illustrate these typical road sections.
- The existing configuration of the Highway 199 at Midway Avenue intersection would remain two through lanes in each direction and left-turn-only and right-turn-only lanes from Highway 199 north and south onto Midway Avenue (Exhibit 2-2, Inset 1). Traffic on Midway Avenue would be able to make left and right turns onto Highway 199 as well as cross Highway 199. Improvements to this intersection would include widening Highway 199 to accommodate u-turn movements.
- Arbor Ridge Drive, Dawn Drive, and various private driveways would be restricted to right in/right out movements due to the median barrier along Highway 199. A new combined driveway for multiple properties nearly 500 feet long would also be constructed east from Dawn Drive.
- The entrance to Rogue Community College from eastbound Highway 199 would have a dedicated right turn pocket into the college. Entrance to the college from westbound on Highway 199 would be from a protected left-turn-only lane. Exit from the college would be right out only. A portion of the South Highline Canal adjacent to the southeast corner of the intersection of Highway 199 and the Rogue Community College entrance would be realigned for about 150 feet to accommodate the highway widening and modified connection of the multi-use path to the college access road.
- Highway 199 at the intersection with Hubbard Lane would include left-turn-only lanes, two through lanes, and right-turn-only lanes in both directions. Traffic on Hubbard Lane

would be able to cross Highway 199 in both directions and make left and right turns onto Highway 199. U-turns would be permissible. This intersection would be constructed to accommodate the new traffic signal once traffic conditions warrant signal installation (Exhibit 2-2, Inset 2).

- Hubbard Lane would be improved to City of Grants Pass design standards south of Highway 199 (Exhibit 2-2, Inset 6). The southern-most 400 feet of Hubbard Lane would be realigned to create a new intersection with Demaray Drive (Exhibit 2-2, Inset 5). The new intersection of Hubbard Lane and Demaray Drive would have a left-turn-only pocket on northbound Demaray Drive. The existing intersection of Hubbard Lane and Demaray Drive would be closed and made into a cul-de-sac.
- A separated bicycle and pedestrian shared use path would be constructed along the north side of Highway 199 between Hubbard Lane and Dowell Road. The existing bicycle and pedestrian shared use path along the south side of Highway 199, beginning at the Rogue Community College entrance and continuing east past Dowell Road, would be reconstructed and slightly realigned (Exhibit 2-3).

Exhibit 2-3. Shared Use Path Realignment near Rogue Community College



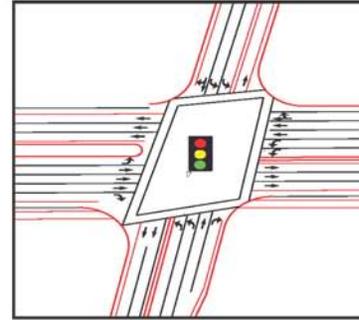
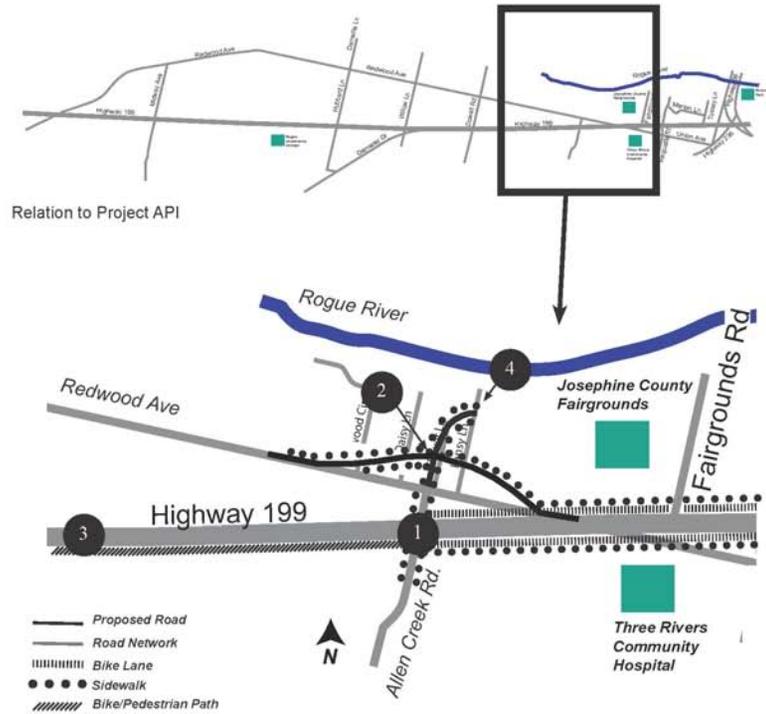
- Highway 199, at the intersection with Willow Lane, would remain two through lanes in each direction, right-turn-only lanes in both directions, and raised curb median allowing left-turn-only from a dedicated turn pocket for westbound traffic (Exhibit 2-2, Inset 3). Eastbound traffic would continue to be prohibited from making left turns. Willow Lane would continue to be right in/right out only north and south of Highway 199.
- Highway 199, at the intersection with Dowell Road, would continue to be signalized. Highway 199 eastbound and westbound at the intersection would continue to have two through lanes and dedicated left and right turn lanes. Traffic on Dowell Road would be able to cross Highway 199 in both directions and make left and right turns onto Highway 199. U-turns would also be permitted.

2.2 Dowell Road to Fairgrounds Road

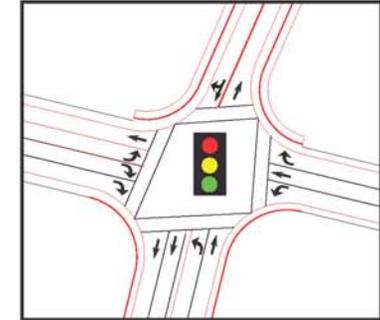
Exhibit 2-4 shows the general improvements proposed as part of the Preferred Alternative between Dowell Road and Fairgrounds Road, with insets to provide greater design detail at major intersections. This segment of the Preferred Alternative has the following design features:

- At Dowell Road, Highway 199 would transition from four travel lanes to six travel lanes with raised curb median continuing between the eastbound and westbound lanes (Exhibit 2-4, Inset 3). For westbound Highway 199 traffic, the right lane approaching Dowell Road would become a right-turn-only lane onto northbound Dowell Road.
- The intersection of Highway 199 and Allen Creek Road, as shown in Inset 1 of Exhibit 2-4, would remain signalized and include the following features:
 - Eastbound Highway 199 would have three through lanes, one left-turn-only lane, and one right-turn-only lane.
 - Westbound Highway 199 would have three through lanes, with the right-hand lane also allowing for right turns, and two left-turn-only lanes.

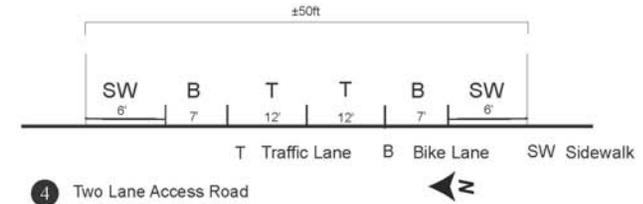
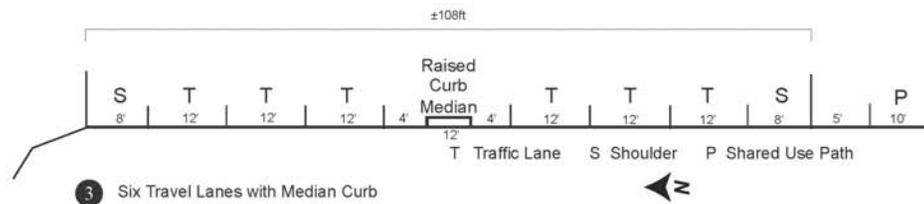
EXHIBIT 2-4. PREFERRED ALTERNATIVE BETWEEN DOWELL ROAD AND FAIRGROUNDS ROAD



1 Highway 199 at Allen Creek Road



2 Allen Creek Road at Redwood Avenue



- Northbound Allen Creek Road would have one through lane, two left-turn-only lanes, and one right-turn-only lane.
- Southbound Allen Creek Road would have one combined through and right-turn lane and two left-turn-only lanes.
- Allen Creek Road would be extended approximately 250 feet north of the existing Redwood Avenue where it currently ends at a “T” intersection (Exhibit 2-4, Inset 2). Sidewalks would be added on both sides of Allen Creek Road and u-turns would be permissible at the intersection of Allen Creek Road, Redwood Avenue, and the new access road. This new intersection would be signalized and:
 - Northbound from Allen Creek Road would have one through lane and one left-turn-only lane.
 - Eastbound from a realigned Redwood Avenue would have no through lanes, one left-turn-only lane, and two right-turn-only lanes.
 - Southbound from a new access road would have a single combined through lane and right-turn lane.
 - Westbound from a realigned westbound Highway 199 slip ramp would have one through lane, one left-turn-only lane and one right-turn-only lane.
- From its current connection, Redwood Avenue would be changed from a two-way to a one-way (westbound) slip ramp. The slip ramp from westbound Highway 199 to Redwood Avenue would be shifted north (Exhibit 2-4, Inset 3). This slip ramp would allow westbound traffic to either continue through the new Allen Creek Road intersection to the realigned Redwood Avenue, turn right onto the new access road, or turn left towards the Highway 199 at Allen Creek Road intersection. This realignment requires relocating access to the Young Men's Christian Association (YMCA) and nearby parcels from Redwood Avenue to an existing driveway that has access on Pansy Lane. YMCA traffic can connect to Redwood Avenue via the new

extension of Allen Creek Road that curves north and east to connect to Pansy Lane.

- To connect with the new extension of Allen Creek Road, Redwood Avenue would be realigned starting just west of Redwood Circle (Exhibit 2-4). The realigned portion of Redwood Avenue would curve to the north.
- A new local street would be constructed to connect Daisy Lane with Redwood Circle; thereby providing properties along Daisy Lane access to Redwood Avenue. The local street would have two lanes and a sidewalk on both sides of the street.
- Access to the Josephine County Fairgrounds, the Young Men's Christian Association (YMCA), and other county-owned parcels east of the YMCA would be from a new access road and Pansy Lane (Exhibit 2-4 and sidebar graphic). The access road would bulb out to the north of the new Allen Creek Road extension, curve east, and connect to Pansy Lane. It would have two lanes and a sidewalk on both sides of the road (Exhibit 2-4, Inset 4). An existing driveway on Pansy Lane would continue to provide access to the YMCA and the fairgrounds.
- Access to properties along the old Redwood Avenue alignment east of Allen Creek Road would still be via old Redwood Avenue. Access to properties along old Redwood Avenue west of Allen Creek Road would be via Redwood Circle and then the old Redwood Avenue. Cul-de-sacs would be constructed on the east end of the old Redwood Avenue alignment. Properties along Flower Lane would have access via a new connection to the access road. Properties on Daisy Lane would connect to Redwood Avenue via a new connector to Redwood Circle. The City of Grants Pass may consider adding a signal at the intersection of Redwood Avenue and Redwood Circle.
- The existing signal at the Highway 199 and Redwood Avenue intersection would be removed.
- The existing separated bicycle and pedestrian shared use path along the south side of Highway 199, which begins at



Access to the west side of the fairgrounds and YMCA would be provided by a new access road extending from the realigned intersection of Allen Creek Road and Redwood Ave. to Pansy Lane which connects to an existing driveway into the fairgrounds (see Exhibit 2-4, Inset 4, to view roadway cross-section of the new access road).

the Rogue Community College entrance, would continue east to Nebraska Avenue. At this point, the pedestrian traffic would use the sidewalks on Union Avenue or Highway 199; the bicycle traffic would either use the paved shoulders on Highway 199 or Union Avenue.

- A bike lane along the north side of Highway 199 between the Redwood Avenue slip ramp and Fairgrounds Road and continuing east to Tussey Lane, would be striped on the roadway shoulder.
- A bike lane would be added along the south side of Highway 199 between Allen Creek Road and Ringuette Street and would be striped on the roadway shoulder.
- Sidewalk, separated by a planter strip, would be added to the north side of Highway 199 from the Redwood Avenue slip ramp to Fairgrounds Road and on to Tussey Lane. A sidewalk would be added to the south side of Highway 199 from Nebraska Avenue to Ringuette Street.

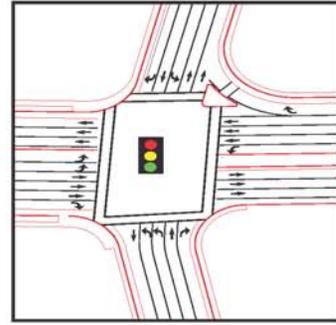
2.3 Fairgrounds Road to Tussey Lane

Exhibit 2-5 shows the general improvements proposed as part of the Preferred Alternative between Fairgrounds Road to Tussey Lane, with insets to provide greater design detail at major intersections.

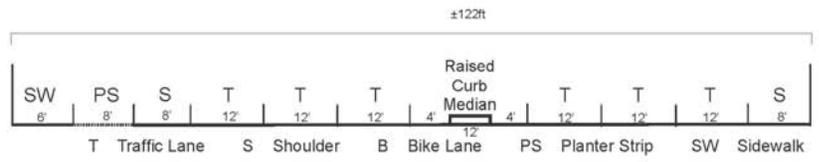
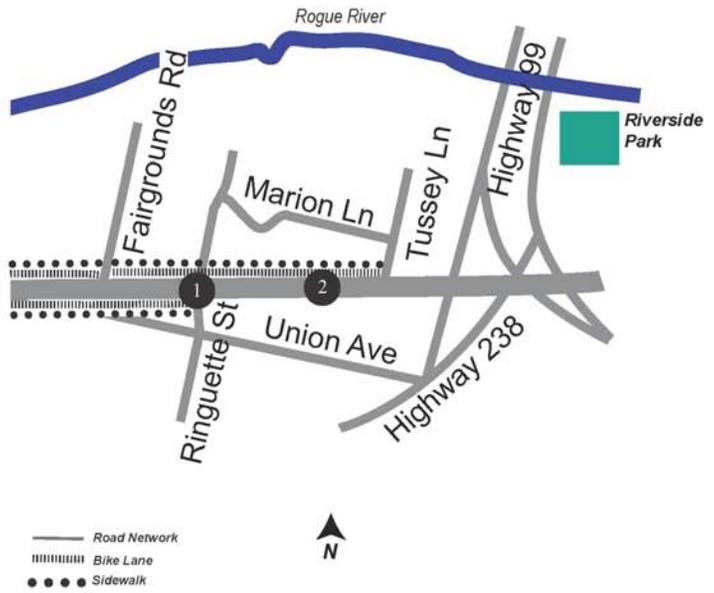
This segment has the following design features:

- This segment of Highway 199 would provide six travel lanes with raised curb median continuing between the eastbound and westbound lanes (Exhibit 2-5, Inset 2).
- Where permitted, direct access to Highway 199 would be right in/right out only. Curb and a detached sidewalk would be constructed along the westbound portion of Highway 199. Access would be defined by driveways with some shared access between parcels.
- The existing signal at the intersection of Highway 199 and the Fairgrounds Road would be removed and traffic movements would be restricted to right in/right out.

EXHIBIT 2-5. PREFERRED ALTERNATIVE BETWEEN FAIRGROUNDS ROAD AND TUSSEY LANE



1 Highway 199 at Ringuette Street



2 Six Travel Lanes with Median Curb



- The intersection of Highway 199 and Ringuette Street, as shown in Inset 1 of Exhibit 2-5, would continue to be signalized and include the following features:
 - Westbound Highway 199 would have three through lanes, one left-turn-only lane, and one channelized right-turn-only lane.
 - Eastbound Highway 199 would have three through lanes, two left-turn-only lanes, and one right-turn-only lane.
 - Northbound Ringuette Street would have one through lane, two left-turn-only lanes, and one right-turn-only lane.
 - Southbound Ringuette Street would have one through lane, one left-turn-only lane, and one right-turn-only lane.
 - The left-turn-only lane on northbound Ringuette Street would be extended from Union Avenue to Highway 199.
- Henderson Lane and Tussey Lane would continue to provide access to Highway 199 and traffic would continue to be restricted to right in/right out movements due to raised curb median along Highway 199.
- A sidewalk, separated from Highway 199 by a planter strip, would continue along the north side of Highway 199 between Fairgrounds Road and Tussey Lane. A sidewalk would also be constructed along both sides of Ringuette Street north of Highway 199 for approximately 300 feet. A sidewalk along the south side of Highway 199 would continue from Nebraska Avenue to Ringuette Street.
- The bike lane striped on the roadway shoulder along the north side of Highway 199, starting at Allen Creek Road, would continue between Fairgrounds Road and Tussey Lane. The bike lane striped on the roadway shoulder along the south side of Highway 199, starting at Allen Creek Road, would continue to Ringuette Street.

CHAPTER 3 Reasons for Recommending the Preferred Alternative

3.1 Decision-making Process

For the Highway 199 Expressway Upgrade project ODOT has conducted an open decision-making process by gathering information from the Citizen Advisory Committee (CAC), Project Development Team (PDT), and the public throughout the project. From December 2004 through January 2005, members for the CAC and PDT were sought out and meetings with each committee were initiated in February 2005. Over the past three years, these committees, members of the public, and various governmental agencies have been involved in developing alternative solutions to the identified transportation problems on Highway 199. The responsibility for making project recommendations was assigned to the PDT. All recommendations were independently reviewed by FHWA, which is the lead federal agency responsible for NEPA compliance.

The PDT considered recommendations forwarded by the CAC, which usually met one day in advance of PDT meetings. The CAC represented multiple stakeholder interests in the Grants Pass vicinity.

In addition to the input, recommendations, and decisions made by these committees, ODOT also coordinated with and incorporated input from other governmental agencies, project stakeholders and the public into project decisions.

3.2 Alternatives Considered

The CAC and PDT considered a wide range of alternatives, including nine for the west segment between Midway Avenue and

Voting Members of the PDT included:

- City of Grants Pass
- Josephine County
- Grants Pass Chamber of Commerce
- Oregon State Police
- Freight/trucking industry
- ODOT (Roadway Design, Traffic and Environmental)
- Citizen at-large

Non-voting Members of the PDT included:

- FHWA
 - CAC representative
 - Other ODOT technical specialists
-

Members on the CAC included:

- Residents
 - Commuters
 - Business owners
 - Property owners
 - Special interest groups
-

Dowell Road and 14 for the east segment between Dowell Road and Tussey Lane. The alternatives were evaluated in terms of meeting the project purpose and need as well as achieving project goals and objectives. A full description of alternatives considered during the project decision-making process is documented in the EA and Supplemental EA.

Two build alternatives, Alternatives A and C, were evaluated and compared with the No Build Alternative in the EA (December 2006). During the EA public review period (January – February 2007), the City of Grants Pass and Josephine County voiced dissatisfaction with the two build alternatives analyzed in the EA. The City of Grants Pass with support by Josephine County established an independent process (called the Working Group) to develop and evaluate new alternatives for the Highway 199 Expressway Upgrade project. ODOT participated in the Working Group, which was designed to thoroughly investigate additional alternatives that could provide greater benefits and/or fewer adverse impacts to the community.

The culmination of the Working Group process was a new alternative (named the Working Group Alternative) that was presented to the Highway 199 Expressway Upgrade CAC and PDT during the summer of 2007. In August 2007, the PDT recommended including the Working Group Alternative in the EA range of alternatives.

ODOT prepared a Supplemental EA (November 2007) to evaluate the Working Group Alternative with a similar level of analysis and design that was conducted on Alternatives A and C in the EA. A 30-day public review period (December 2007 – January 2008) was provided for public comment on the Supplemental EA. Upon review and response to public comments on both the EA and Supplemental EA, meetings with the CAC and PDT were scheduled to recommend the Preferred Alternative.

3.3 Recommendation of the Preferred Alternative

The CAC met on January 31, 2008 to recommend a Preferred Alternative to the PDT. A majority vote by the CAC recommended that Alternative C be recommended as the Preferred Alternative.

On February 1, 2008, the PDT met to recommend the Preferred Alternative to FHWA. Before voting, the PDT considered the CAC recommendation, a review of public comment received on all alternatives during the EA and Supplemental EA public review periods, technical presentations on the features of each alternative, public comment at the meeting, and deliberation among PDT members.

The PDT voted among four alternatives to recommend Alternative A as the Preferred Alternative for the Highway 199 Expressway Upgrade project.

Range of Alternatives Considered in the EA and SEA:

Alternative A (Preferred)
Alternative C
Working Group Alternative
No Build Alternative

3.4 Rationale for Recommending the Preferred Alternative

3.4.1 Purpose and Need

The Preferred Alternative will best meet the purpose and need of the project by improving safety for vehicle, bicycle, and pedestrian traffic as well as reducing congestion and operational deficiencies along Highway 199 between Midway Avenue and Tussey Lane. The Preferred Alternative was selected for the following reasons:

- Provides the greatest overall safety improvements by minimizing conflict points, providing adequate spacing between signals, reducing number of vehicle stops, and alleviating unnecessary weave and merge movements.
- Improves traffic flow on Highway 199 through the removal of the Fairgrounds Road and Redwood Avenue signals.
- Improves capacity on Highway 199 with the addition of a through lane in each direction from Dowell Road to Tussey Lane.
- Retains a slip ramp from westbound Highway 199 to westbound Redwood Avenue to improve traffic flow.
- Provides a solution that best meets the anticipated growth over the next 20 years.
- Enables flexibility in the design to accommodate future, unanticipated growth in a cost effective manner without requiring major infrastructure modifications.

- Includes common and simple design elements that meet driver expectations and minimizes driver errors and confusion.
- Adds adequate storage capacity on local streets, such as Redwood Avenue and Allen Creek Road, to reduce local street and Highway 199 congestion.
- Improves the highway function as an expressway.

3.4.2 Goals and Objectives

The Preferred Alternative achieves many of the project goals and objectives identified by the CAC and PDT as summarized below:

- Provides safe turnout locations for school buses and other service vehicles that use the roadway shoulders by minimizing deviations from design standards.
- Addresses all users (local, through and tourism) and local street impacts.
- Accommodates freight access to commercial and industrial properties and minimizes flow interruptions, especially for large trucks.
- Improves connectivity of bike and pedestrian facilities across and adjacent to the highway and provides safe, convenient bicycle and pedestrian travel and reduces conflicts between vehicle traffic and bicycle and pedestrian users.
- Avoids or minimizes impacts to fish and wildlife and wetlands, and reduces visual clutter in the corridor.
- Alternative can be constructed in phases while adding incremental transportation benefits to the system.

Appendix A provides the full set of criteria that the Preferred Alternative was evaluated across.

CHAPTER 4 Summary of Proposed Mitigation and Conservation Measures

4.1 Summary of Proposed Mitigation and Conservation Measures

The following chapter provides a summary of proposed mitigation and conservation measures for each environmental resource. Mitigation measures involve improvements to things such as species habitat and/or site conditions following disturbance of an area. Conservation measures are plans or actions developed prior to construction in order to minimize or avoid potential long-term effects to environmental resources.

The construction contractor will also be required to abide by applicable conservation measures identified in ODOT's Standard Specifications for Construction. Key sections addressing environmental concerns that would be followed for this project include: Section 00280 Erosion and Sediment Control and Section 00290 Environmental Protection. In addition, special provisions will be developed prior to construction to ensure that the contractor complies with the applicable terms and conditions of the environmental permits.

Exhibit 4-1 recaps the anticipated long-term effects from the Preferred Alternative as well as a summary of the mitigation and conservation measures to be included on the construction plans and specifications and other general measures. Within the table, those measures that are general measures are noted with an asterisk (*). The remaining measures are measures for construction plans and specifications.

A complete copy of ODOT's Standard Specifications for Construction can be found at:

http://www.oregon.gov/ODOT/HWY/SPECS/standard_specifications.shtml

EXHIBIT 4-1. SUMMARY OF PROPOSED MITIGATION AND CONSERVATION MEASURES FOR THE PREFERRED ALTERNATIVE

Environmental Resource	Long-Term Effects	Mitigation and Conservation Measures
Air Quality	<ul style="list-style-type: none"> Regional conformity with the State Implementation Plan is in process. Project would not cause or contribute to a new violation of the PM₁₀ (particulate matter less than 10 microns in diameter) National Ambient Air Quality Standards, or increase the frequency or severity of violation. 	<ul style="list-style-type: none"> None required.
Archaeology	<ul style="list-style-type: none"> There would be no long-term adverse effects to archaeological resources since there are no significant resources in the area of potential effect (APE). 	<ul style="list-style-type: none"> Should previously unidentified archaeological resources or human remains be encountered, work should immediately cease in the vicinity of the discovery to avoid further damages to the resource. ODOT, FHWA, State Historic Preservation Office (SHPO), and the Oregon State Museum of Anthropology would be notified so the significance of the discovery can be evaluated and the appropriate course of action implemented.
Biology	<p><i>Fisheries Resources/Water Quality</i></p> <ul style="list-style-type: none"> No effect to water quality or stream geomorphology from net increase of impervious surface area. <p><i>Wildlife Resources</i></p> <ul style="list-style-type: none"> Wildlife passage restricted by median barrier. Wildlife-vehicle incidents may increase. Tree removal may result in slight decrease in habitat for Migratory Bird Treaty Act protected nesting birds. <p><i>Botanical Resources</i></p> <ul style="list-style-type: none"> Minimal effects to non-Endangered Species Act (ESA) botanical species. No effects to ESA protected plant species. Trees would be removed. 	<ul style="list-style-type: none"> Implement a Pollution Control Plan (PCP). Prepare an Erosion and Sediment Control Plan (ESCP). Construct stormwater treatment facilities, including water quality swales and detention ponds to ensure that the construction does not change the existing water quality or quantity conditions. Remove trees outside bird nesting season (March 1 – September 1). Fully span the active channel width of the Sand Creek and avoid in-water work during construction of the pedestrian bridge. Develop and implement a riparian planting plan. Prepare special provisions for construction to ensure compliance with all permit conditions of approval and/or mitigation measures. Follow the requirements of the applicable federal, state, and local regulations.*
Hazardous Materials	<ul style="list-style-type: none"> 28 sites (12 identified and 16 possible) have recognized and potential environmental conditions. Public health hazards from possible changes in the amount of hazardous materials located above and below ground. Increased effects to the environment through exposure of hazardous materials. 	<ul style="list-style-type: none"> Investigate recognized and potential environmental conditions sites (i.e. subsurface sampling) to eliminate or minimize effects that sites could have on project activities and vice versa.* Prepare Level 2 Preliminary Site Investigation report to document the presence or absence of potential contamination identified in the Hazardous Materials Corridor Study for the project.* Remediate contaminated sites as necessary and appropriate.

Environmental Resource	Long-Term Effects	Mitigation and Conservation Measures
	<ul style="list-style-type: none"> • Increased project costs. • Knowing where hazardous materials may exist could be a positive benefit to public health and safety. • Removal of hazardous materials would be a positive benefit to public health and safety. 	
Historic Resources	<ul style="list-style-type: none"> • No long-term effects to any significant historic-period buildings. • 3 canals (Main, South Main, and South Highline) are historic resources eligible for listing on the National Register of Historic Places. • Effects to the 3 historically significant canals would involve increasing culvert lengths at all 3 canals and realigning a portion of the South Highline Canal. • No adverse effect on canals which are part of an eligible historic resource (SHPO concurrence received on January 29, 2007, Appendix B). • Use of the 3 historically significant canals would result in a <i>de minimis</i> effect under Section 4(f) (FHWA concurrence received on June 11, 2007, Appendix B). 	<ul style="list-style-type: none"> • Mitigation and conservation measures could be necessary if project design plans change and project effects to the three canals would be greater than stated in the Final Historic Resources Technical Report.
Land Use	<ul style="list-style-type: none"> • 120 parcels affected by acquisition. • Acquisitions: 2 full, 118 partial. • No land use plan amendments or zone changes required. • Compliance: Oregon Bicycle and Pedestrian Plan, ORS 366.514, Oregon's Statewide Planning Goal 12, the City of Grants Pass MTP, and the Josephine County Rural TSP. 	<ul style="list-style-type: none"> • Work with property and business owners in the API to minimize conflicts and inconveniences from construction-related activities. • Provide property and business owners in the API with advanced notice of potential access or utility disruptions resulting from construction activities. • Schedule the most disruptive construction activities during off-peak hours to minimize the effect to traffic. • Follow the requirements of the applicable federal, state, and local land use and zoning regulations.* • Coordinate with Josephine County and the Fair Board on alternative access to the fairgrounds.* • Coordinate with the City of Grants Pass and Josephine County on any amendments needed to each agency's respective transportation plan to address design and access management elements associated with the Preferred Alternative. *

Environmental Resource	Long-Term Effects	Mitigation and Conservation Measures
Noise	<ul style="list-style-type: none"> 51 residences, seven commercial sites, and the YMCA outdoor basketball courts would experience noise levels that approach or exceed the noise abatement criteria. 	<ul style="list-style-type: none"> Mitigation evaluated, none proposed.
Right of Way Acquisition and Relocation	<ul style="list-style-type: none"> 120 parcels affected. Estimated total area required (not including temporary easements): 12.4 acres. 5 residential relocations. 8 commercial relocations. 2 full acquisitions. Cost: \$17.1 million (2010 dollars). 	<ul style="list-style-type: none"> Implement provisions as required under the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended, for all residential and commercial displacements and real property acquisitions. All property owners would be compensated at fair market value and relocation assistance would be provided in accordance with the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970.*
Section 4(f) and 6(f)	<ul style="list-style-type: none"> Sections of canals placed in culverts. Canals: de minimis use. Recreation field at Rogue Community College (RCC): Access changes from RCC but no impacts to the recreation field, and no use of Section 4(f) resource. Picnic area, playground, and equestrian arena at fairgrounds: Access changes to fairgrounds, but no impacts to picnic area, playground, or equestrian area, and no use of Section 4(f) resource. Other resources were evaluated and determined to not be Section 4(f) resources. These included a BMX track, the remaining portion of the Josephine County Fairgrounds, a shared use path along the south side of Highway 199, and an informal picnic area on the south side of Highway 199 just east of Dowell Road. 	<ul style="list-style-type: none"> Provide advanced public notice of planned temporary road closures and detours, and changes in access routes that would affect Section 4(f) resources and the River City Trail. Implement dust and noise mitigation during work hours.
Socioeconomics and Environmental Justice	<ul style="list-style-type: none"> 5 residential relocations. 8 commercial relocations. Bicycle motocross (BMX) course relocated. Conversion of private parcels to public: parcels paid \$2,638 in taxes (2005). Improved safety and decreased congestion. Access more limited along Highway 199. Some access changes from full access to right in/right out only. No disproportionate or adverse effects to EJ populations. 	<ul style="list-style-type: none"> Provide notices of planned construction activities, planned temporary road closures and detours, and changes in other access routes. Provide advance notice for major utility shut-offs and schedule during low use times. Distribute periodic press releases, newsletters, or notices to residents in the API to advise them of changes in pedestrian, bicycle, or transit routes during construction. These should be prepared in English and for languages that meet or exceed the U.S. Department of Justice's 5 percent threshold.

Environmental Resource	Long-Term Effects	Mitigation and Conservation Measures
Traffic and Transportation	<ul style="list-style-type: none"> • 5 intersections on Highway 199 and Highway 238 fail to meet mobility standards in year 2025; however, 4 of the 5 improve the v/c ratio and 1 has an increased v/c ratio as compared to the No Build Alternative. • 2 local street intersections fail to meet ODOT mobility standards in year 2025. • Safety on Highway 199 would improve; 105 conflict points would exist between Allen Creek Road and Tussey Lane, compared to 150 existing conflict points. • Median barrier and raised curb median on west end of Highway 199 would be a safety benefit. • Raised curb median on east end of Highway 199 would be a safety benefit. • Decrease in crash severities would be expected. • Reduces traffic flow interruptions at Fairgrounds Road and Redwood Avenue. • Provides safe, convenient bicycle and pedestrian travel. • Improves bicycle and pedestrian facilities connectivity. • Reduces conflicts between vehicle traffic and bicycle and pedestrian users. • Decreases overall travel time by 6 and 7 minutes (30% eastbound and 50% westbound reductions) and travel delay by 5.5 and 7 minutes (39% eastbound and 75% westbound reductions) along Highway 199. • Increases average speed by 5 miles per hour (mph) eastbound and 16 mph westbound (38% and 89% increases respectively) along Highway 199. • Decreases number of vehicle stops on Highway 199 by 48%. • Eliminates major queuing along Highway 199 except at the South Y Interchange. • Decreases travel time and travel delay by 30% eastbound and 37% 	<ul style="list-style-type: none"> • Implement dust and noise mitigation during work hours. • Plan construction activities to allow reasonable access to private residential and commercial properties, and community and social services.* • Implement a Mobility Plan and Traffic Control Plan. • Implement a Transportation Management Plan.

Environmental Resource	Long-Term Effects	Mitigation and Conservation Measures
	<p>westbound in the transportation study area.</p> <ul style="list-style-type: none"> • Travel distance in the transportations study area increases by 19%. • Positive benefits would be realized under all measures of effectiveness, except vehicle miles traveled, over the No Build Alternative. • Positive safety and operational benefit of adding lane capacity between Tussey Lane and Dowell Road with straightforward and intuitive lane configurations that promote efficient lane utilization and balance. • In comparison to the No Build Alternative, the Preferred Alternative results in overall improvements to Highway 199 and transportation system. 	
Visual	<ul style="list-style-type: none"> • Some vegetation removal, minor terrain modification, and increased pavement for widened and new roads. • Decreased congestion and a more visually ordered roadway. • Visual quality would remain the same between Midway Avenue and Fairgrounds Road, and would improve slightly between Fairgrounds Road and Tussey Lane. 	<ul style="list-style-type: none"> • Restore construction staging areas that are not needed once the project is completed to pre-project existing conditions to the extent practicable. • Minimize to the extent practicable the amount of vegetation removal in clear and grub areas. • Shield and/or focus construction lighting on work areas to minimize ambient spillover of light into adjacent areas. • Implement a boulevard treatment (landscaping, decorative lighting, etc) along Highway 199 between Allen Creek Road and Tussey Lane to improve visual quality. • Use colored concrete and/or stamped patterns for barrier and median areas to blend into the natural environment.
Water	<ul style="list-style-type: none"> • 12.4 acres of new right of way, with 5.5 acres associated with expanding the Highway 199 and 6.9 acres associated with the modifications to the local street network. • 7.0 acres of net new impervious for the Highway 199 and 4.2 acres of net new impervious for the local street network. The total amount of net new impervious is 11.2 acres. • Mitigation provided by the stormwater treatment facilities would ensure that the 3-year, in-stream concentrations of copper and zinc remain below acute water quality criteria. • Mitigation provided by the stormwater treatment components would decrease the pollutant loads to levels less than baseline conditions. 	<ul style="list-style-type: none"> • Route runoff from 10.3 acres of impervious surface through new stormwater treatment facilities. These facilities include five bioswales, five vortex manholes, five detention ponds and two detention pipes.

Environmental Resource	Long-Term Effects	Mitigation and Conservation Measures
Wetlands	<ul style="list-style-type: none"> • 0.55 acres of effect to palustrine forested wetlands. • No effects to palustrine scrub-shrub. • 0.63 acres of effect to palustrine emergent wetlands. • 0.68 acres of effect to Sand Creek critical habitat for Southern Oregon Northern California coho salmon. • 0.01 acres of effect to riverine, upper perennial, aquatic bed. • 0.07 acres of effect to palustrine open water/aquatic bed. 	<ul style="list-style-type: none"> • Identify wetlands and waters as “no work zones” or “restricted work zones” on plans and in the field. • Implement best management practices. • Prepare an erosion and sedimentation control plan and a pollution control plan. • Implement a wetland restoration plan and site restoration plans. • Add guardrail to the design where appropriate to avoid effects to wetlands by increasing roadway fill slope steepness. • Construct the pedestrian bridge over Sand Creek to fully span the ordinary high water mark (OHWM). • Implement stormwater management plans to avoid direct effects to wetlands to the extent practicable. • Implement a compensatory wetland mitigation plan to replace functions lost as a result of permanent effects to wetlands. • Consider use of ODOT Vernal Pool Wetland Mitigation Bank.*

4.2 Additional Discussion on Select Environmental Resources

This section provides additional discussion regarding potential long-term effects and proposed mitigation and conservation measures for resources where ODOT minimized impacts through specific design elements.

4.2.1 Biology

Impacts to biological resources in the project area will be minimized by incorporating specific design elements into the Preferred Alternative. These design elements include:

- Construct a new pedestrian bridge over Sand Creek as a portion of the new shared use path north of Highway 199 between Willow Lane and Hubbard Lane. Foundations for the bridge will be located outside the ordinary high water mark of the creek to avoid in-water work during construction and result in negligible effects to fisheries, stream geomorphology, riparian vegetation, and water quality resources.
- Construct the proposed stormwater treatment facility that reduces the level of pollutants (including copper, zinc, and total suspended solids) in stormwater runoff prior to outfall into streams and other water bodies. As a result of the Preferred Alternative, the pollutant loads will be decreased to levels less than baseline (existing) conditions and the 3-year in-stream concentrations of copper and zinc will remain below acute water quality criteria set by the State of Oregon. The proposed stormwater detention facilities will prevent changes to the peak and base stormwater flows. Thus, there will be no effect on biological resources (species or habitat) as a result of stormwater runoff from the increased impervious surface associated with the Preferred Alternative.

Proposed mitigation and conservation measures to address construction impacts to biological resources associated with the Preferred Alternative include:

- Implement an erosion and sediment control plan (ESCP) prior to the start of construction and adhere to it throughout the construction process.
- Implement a pollution control plan to prevent the release of toxic substances during construction.
- Construct the proposed stormwater treatment facilities, including water quality swales and detention ponds.
- Remove trees outside bird nesting season (March 1 – September 1) to mitigate potential effects to nesting birds protected by the Migratory Bird Treaty Act.
- Develop and implement a riparian planting plan.
- Perform construction monitoring to ensure compliance with environmental permits, and follow reporting guidelines in permits.

General mitigation measures such as the following are proposed to partially or fully mitigate effects on biological resources:

- Comply with all permit conditions of approval and/or mitigation measures.
- Follow the requirements of the applicable federal, state, and local regulations to ensure protection of resource lands and environmentally sensitive areas.
- Consider opportunities to enhance existing habitat and riparian areas.
- Consider using median barrier with cutouts along the bottom to allow small mammal passage.
- Provide provisions for the replacement of landscaping elements to the extent possible.
- Prepare special provisions for construction to ensure compliance with the terms and conditions of the environmental permits.

4.2.2 Noise

Several long-term traffic noise abatement measures were evaluated where noise impacts are predicted. Noise walls were found to be

generally feasible in mitigating traffic noise impacts; however, they were found to be unreasonable based on a number of criteria. Noise walls would not be incorporated into the project design. Specific criteria supporting the unreasonable determination include:

- Change in Noise Level (Existing noise levels compared to Future Build Noise Level) – Noise level increase of one to three decibels is not perceptible to the average human ear.
- Date of Development – Per Section 4.526 of the 2007 ODOT Noise Manual, noise mitigation is not normally recommended for residences constructed after 1996 unless the noise level increases by 5 decibels or more.
- Zoning – Noise walls are typically not recommended for commercial or industrial areas.
- Total cost – To be cost effective, noise wall mitigation typically requires a minimum of three or more residences grouped closely together. The Preferred Alternative has five sites that have two or fewer residences in areas considered for noise walls.
- Cost per residence – The ODOT applied reasonable maximum dollar amount per benefited residence toward the construction of noise walls would not be met.

4.2.3 Right of Way Acquisition and Relocation

When the project proceeds to the acquisition phase, individual deliberations between ODOT and property owners will occur to discuss specific impacts to structures, access, and other property considerations. Property owners will be offered Just Compensation for the required rights-of-way. Just Compensation is based on the valuation of the needed property and an estimation of the compensable economic damages to the remaining property and improvements. Reasonable access would be provided to each property or damages, if compensable, would be determined by the appraisal process. Easements and encumbrances affecting the use and development of the property being appraised will be considered.

For those displaced by the project, ODOT provides a relocation assistance program. The “Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970” and the “Uniform

Relocation Act Amendments of 1987” ensure the fair and equitable relocation and re-establishment of persons, businesses, farms and nonprofit organizations displaced as a result of federal or federally assisted programs. This is done so that displaced persons will not suffer disproportionate injuries as a result of projects designed for the benefit of the public as a whole. Eligible businesses and nonprofit organizations displaced by the project will also be offered relocation benefits.

4.2.4 Socioeconomics

During the 30-day public comment period on the EA and Supplemental EA, ODOT received many comments concerning the impacts associated with the removal of the signal on Highway 199 at Fairgrounds Road and the ability of vehicles in the future to make left turns into and out of the fairgrounds main entrance. ODOT is committed to continue working with Josephine County to provide alternate access to the fairgrounds property before the Fairgrounds Road signal is removed.

Several other comments received concerned the impacts associated with the bicycle motocross (BMX) track, which is a tenant on the west end of the fairgrounds property. Under the Preferred Alternative, the BMX track would need to be relocated since the remainder of the parcel would likely be too small and would likely not support any track reconfiguration that matches the function of the current track. ODOT is committed to coordinating with Josephine County and the BMX track operator to minimize impacts to the BMX track or to mitigate impacts in accordance with the Uniform Relocation Act for impacts that cannot be avoided.

4.2.5 Water

Impacts to water resources in the project area will be minimized by incorporating specific design elements into the Preferred Alternative. These design elements include:

- Construct a new pedestrian bridge over Sand Creek as a portion of the new shared use path north of Highway 199 between Willow Lane and Hubbard Lane. Foundations for the bridge will be located outside the ordinary high water mark of the creek and result in negligible effects to water quality.

- Construction of the proposed stormwater treatment facility to reduce the level of pollutants (including copper, zinc, and total suspended solids) in stormwater runoff prior to outfall into streams and other water bodies. As a result of the Preferred Alternative, the pollutant loads will be decreased to levels less than baseline (existing) conditions and the 3-year in-stream concentrations of copper and zinc will remain below acute water quality criteria set by the State of Oregon. The proposed stormwater detention facilities will prevent changes to the peak and base stormwater flows.

Mitigation and conservation measures to address construction impacts to water resources associated with the Preferred Alternative include:

- Prepare an ESCP prior to the start of construction and adhere to throughout the process.
- Meet or exceed ODOT's Erosion Control Manual practices during the construction of the project, and all erosion and stormwater control measures should be used along with other required erosion management techniques established for road construction in the ESCP.
- Implement the requirements of ODOT's NPDES 1200-CA permit, including the preparation of an ESPC, to take all reasonable steps to minimize or prevent any discharge or disposal in violation of this permit which has a reasonable likelihood of adversely affecting human health or the environment.
- Perform regular maintenance and monitoring of the erosion and sediment control facilities, perform turbidity monitoring, maintain written records of visual monitoring, and follow the reporting requirements of noncompliance incidents as outlined in the NPDES 1200-CA permit. Provide written documentation of monitoring results.
- Prepare a spill prevention and control countermeasures (SPCC) plan to control pollutants throughout the project work areas. These areas can include but are not limited to staging, storage, maintenance, refueling areas, and waste sites.

General mitigation measures such as the following would be employed to partially or fully mitigate effects on water resources:

- Perform contract management activities, including regularly scheduled environmental compliance oversight of construction contractors, to ensure that the project is in compliance with the conditions and requirements of the ESPC and SPCC. Provide written documentation of monitoring results.
- Perform contract management activities, including regularly scheduled environmental compliance oversight of construction contractors, to ensure that the project is in compliance with the conditions and requirements of the environmental permits. Provide written documentation of monitoring results.
- Structure operations in a manner that reduces the risk of releases of suspended sediment into waterbodies that would increase turbidity to above background levels.
- Structure operations in a manner that reduces the risk of spills or the accidental exposure of fuels or hazardous materials to waterbodies or wetlands.
- Structure operations in a manner that provides for the prompt and effective cleanup of spills of fuel and other hazardous materials.
- Treat increased stormwater runoff from new impervious surfaces with stormwater treatment facilities. These facilities are part of the proposed action, and thus no further mitigation would be necessary.
- Design the facilities in such a way that the water quality (treatment) and the water quantity (detention) requirements presented in the Stormwater Technical Report are met.
- Design all stormwater facilities so that required routine inspection and maintenance could be easily conducted. Special attention should be placed upon access needs, specifically for detention ponds and manhole structures.

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CHAPTER 5 Additions and Changes to the EA and Supplemental EA

5.1 Additions and Changes Documented in the Supplemental EA

Additions and changes to the EA were documented in the Supplemental EA. The EA documented environmental analysis on Alternatives A and C as well as the No Build Alternative. Additions and changes documented in the Supplemental EA that pertained to those alternatives are summarized below:

- Alternatives A and C were defined in the EA as including two phases of improvements. In the Supplemental EA, Phase 2 improvements were withdrawn. Please see the Supplemental EA, Chapter 2, which describes this withdrawal of design elements from Alternatives A and C.
- Construction and right of way acquisition costs were updated and presented in 2010 dollars.
- Traffic and transportation analysis was updated to reflect revisions to the description of intersection movements, volume/capacity ratios, and measures of effectiveness as well as additional data presented for comparative analysis with the Working Group Alternative.
- Comparison of Visual Quality Scores exhibit was revised to illustrate correct scores in the Fairgrounds Road to Tussey Lane segment.
- Minor typographical errors were corrected.

The Supplemental EA also documented new environmental analysis performed on the Working Group Alternative, which was an alternative not considered in the EA.

5.2 Additions and Changes Documented in the Revised EA

5.2.1 Additions and Changes to the EA

The Revised EA includes further additions and changes to the EA. Appendix C shows corrections made to the description of the Preferred Alternative (Alternative A) from its original description in the EA. Other additions and changes to the EA are noted below. These changes are noted below; deletions are shown as ~~striketrough~~ and additions are underlined.

Chapter 3, page 3-29, last paragraph

According to the City of Grants Pass and Josephine County development codes, transportation facilities (public roads) are a permitted use within all city and county zoning districts. In addition to the development codes, there are several state and local plans and regulations applicable to land uses in the API. Applicable local plans include the City of Grants Pass Comprehensive Plan, Josephine County Comprehensive Plan, and the local transportation system plans (TSPs). The applicable state plans and regulations include the Oregon Transportation Plan (OTP), Oregon Highway Plan (OHP), Oregon Bicycle and Pedestrian Plan, ORS 366.514 (use of highway funds for footpaths and bicycle trails), Oregon's statewide planning goals, OAR 734 division 051 (Highway Approaches, Access Control, Spacing Standards and Medians), and other Oregon Administrative Rules (OAR). The Highway 199 Expressway Upgrade project complies with these state plans, goals, and regulations and is identified for funding in the Oregon Statewide Transportation Improvement Program (STIP).

Chapter 4, page 4-5, Section 4.6.2 General Measures

Where appropriate and feasible, general mitigation measures such as the following would be employed to partially or fully mitigate effects on land uses:

- Comply with all permit conditions of approval and/or mitigation measures.

- Follow the requirements of the applicable federal, state, and local land use and zoning regulations to ensure protection of land uses, resource lands, and environmentally sensitive areas.
- Provide provisions for the replacement of landscaping elements to the extent possible.
- Coordinate with Josephine County and the Fair Board on alternative access to the fairgrounds.
- Coordinate with the City of Grants Pass and Josephine County on any amendments needed to each agency's respective transportation plan to address design and access management elements associated with the Preferred Alternative.

5.2.2 Additions and Changes to the Supplemental EA

The following additions and changes to the Supplemental EA are noted below. Deletions are shown as ~~strikethrough~~ and additions are underlined.

Executive Summary, page 7, Air Quality, Potential Effects (right column for Alternative A, Alternative C, and the Working Group Alternative)

~~Regional conformity with the State Implementation Plan has not been established at this time; regional conformity shall be established prior to the FHWA's NEPA decision. It is the responsibility of the Rogue Valley Council of Governments to complete the regional conformity determination.~~

Regional conformity with the State Implementation Plan is in process.

Executive Summary, page 8, Land Use, Potential Effects (right column for the Working Group Alternative)

~~124 parcels affected by acquisition~~

~~Acquisitions: 0 full, 124 partial~~

104 parcels affected by acquisition

Acquisitions: 0 full, 104 partial

Chapter 2, Section 2.3 Working Group Alternative, page 2-13 (fourth major bullet and second minor bullet)

- The intersection of Highway 199 and Ringuette Street (Exhibit 2-5, Inset 1) would continue to be signalized and include the following features:
 - Westbound Highway 199 would have three through lanes, one left-turn-only lane, and one right-turn-only lane.
 - ~~- Eastbound Highway 199 would have three through lanes, one left turn only lane, and one right turn only lane.~~
 - Eastbound Highway 199 would have three through lanes, two left-turn-only lanes, and one right-turn-only lane.

Particulate Matter 10 (PM₁₀)

Particulate pollution is composed of solid particles or liquid droplets that are small enough to remain suspended in the air. PM₁₀ refers to particulate matter less than 10 microns in diameter, about one-seventh the thickness of a human hair. Particulate matter pollution consists of very small liquid and solid particles floating in the air, which can include smoke, soot, dust, salts, acids, and metals.

SIP

Required by Section 110 of the Clean Air Act, the SIP outlines adopted federally approved control strategies to minimize air pollution. SIPs generally establish limits or work practice standards to minimize emissions of the criteria pollutants or their precursors.

Chapter 3, Section 3.1 Air Quality, page 3-3 (last two paragraphs)

The Highway 199 Expressway Upgrade project has been determined to be regionally significant. An air quality regional emissions analysis must be completed for the Preferred Alternative prior to the completion of the FHWA NEPA decision (prior to issuance of a finding of no significant impact, if applicable). ~~The regional conformity has not yet been established; it is the responsibility of the Rogue Valley Council of Governments to complete the regional conformity determination.~~

~~Therefore, project conformity with the State Implementation Plan (SIP) can not be established until regional conformity has been established.~~

The regional air quality conformity with the Grants Pass PM₁₀ Maintenance Plan and the State Implementation Plan (SIP) is in process by the Rogue Valley Council of Governments.

Chapter 3, Section 3.8 Right of Way Acquisition and Relocation, page 3-3, Exhibit 3-7

EXHIBIT 3-7. ESTIMATED RIGHT OF WAY ACQUISITION AREA AND COSTS

	Working Group Alternative	Alternative A	Alternative C
Acquisition Area	9.5 acres	12.4 acres	11.5 acres
Cost of Acquisitions	\$13.6 million	\$15.2 million \$17.1 million	\$15.4 million \$17.3 million

Chapter 5, Section 5.2 Public Involvement, page 5-3, Sidebar

Highway 199 Public Involvement Activities in 2007

- Newspaper articles and advertisements, radio and television information broadcasts, and project website updates
 - CAC and PDT meetings: 3 meetings between June and August
 - Open House 3/Public Hearing:
February 8, 2007
 - Open House 4/Public Hearing:
~~November 2007~~ December 19, 2007
-

Chapter 5, Section 5.2 Public Involvement, page 5-4, First paragraph

The fourth open house is scheduled for ~~November 2007~~ December 19, 2007.

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CHAPTER 6 Public Involvement and Agency Coordination

ODOT has conducted a variety of public outreach activities to gather the community's interest and concerns about the Highway 199 Expressway Upgrade project. ODOT has also coordinated with multiple stakeholders internally and externally. Internal coordination has occurred across disciplines and with ODOT's managers and decision makers. External coordination has occurred at both the local and regional level as well as at the state and federal levels.

6.1 Project Coordination and Public Involvement

A Citizen Advisory Committee (CAC) was assembled to ensure that the project considered the community's interests, issues, knowledge, and recommendations. The CAC's role was to assist identifying project and community issues, discuss project activities with constituencies and neighbors and report back to the CAC, discuss and evaluate potential alternatives, and make recommendations to the Project Development Team (PDT). The CAC met a total of 17 times (13 times before the release of the EA, three times between the release of the EA and Supplemental EA, and one time after the release of the Supplemental EA); four of those meetings were a joint meeting with the PDT. The dates of all 17 meetings are presented in Exhibit 6-1.

Members on the CAC included:

- Residents
 - Commuters
 - Business owners
 - Property owners
 - Special interest groups
-

EXHIBIT 6-1. CAC AND PDT MEETING DATES

Meeting Number	CAC Meeting Date	PDT Meeting Date
Meetings held prior to the release of EA		
1	February 10, 2005	February 11, 2005
2	March 10, 2005	March 11, 2005
3	April 14, 2005	April 15, 2005
4	May 12, 2005	May 13, 2005
5	June 9, 2005	June 10, 2005
6	August 11, 2005	August 12, 2005
7	October 13, 2005	October 14, 2005
8	November 3, 2005	November 4, 2005
9	April 17, 2006 (Joint CAC and PDT meeting)	
10	May 11, 2006	May 12, 2006
11	June 8, 2006	June 9, 2006
12	July 13, 2006	July 14, 2006
13	October 11, 2006 (Joint CAC and PDT meeting)	
Meetings held between the release of EA and Supplemental EA		
14	June 6, 2007 (Joint CAC and PDT meeting)	
15	July 12, 2007 (Joint CAC and PDT meeting)	
16	August 9, 2007	August 10, 2007
Meetings held after the release of the Supplemental EA		
17	January 31, 2008	February 1, 2008

Voting Members of the PDT included:

- City of Grants Pass
- Josephine County
- Grants Pass Chamber of Commerce
- Oregon State Police
- Freight/trucking industry
- ODOT (Roadway Design, Traffic and Environmental)
- Citizen at-large

Non-voting Members of the PDT included:

- FHWA
 - CAC representative
 - Other ODOT technical specialists
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The PDT was assembled to represent the interests of the public and make project recommendations to FHWA. When making project recommendations the PDT considered input from the CAC, ODOT, and the public through the public involvement process. The PDT was responsible for recommending the project's Preferred Alternative. The PDT also met a total of 17 times (13 times before the release of the EA, three times between the release of the EA and Supplemental EA, and one time after the release of the Supplemental EA); four of those meetings were a joint meeting with the CAC. The dates of all 17 meetings are also presented in Exhibit 6-1.

In addition to the CAC and PDT, ODOT also coordinated with other state and federal agencies throughout the project to discuss potential project effects and mitigation. Agency consultation letters can be found in Appendix B. ODOT will continue to coordinate with the

applicable state and federal agencies as needed throughout the project.

A comprehensive public involvement process was undertaken for the project. Initial public comments were collected from early stakeholder surveys in December 2004 through March 2005.

On March 3, 2005 the first of two open houses was held. The purpose of this first open house was to conduct the scoping for the project's EA. The open house was conducted as a self-guided tour of the project, with project staff stationed at displays to discuss the project and answer questions. At this open house 71 people signed the attendance sheet.

On August 25, 2005 a second open house was held. The purpose of this open house was to discuss the conceptual alternatives developed by the PDT and CAC, including the NEPA process used to formulate these alternatives, and to present the alternatives recommended for detailed study in the EA. At this open house 61 people signed the attendance sheet.

On February 8, 2007 the first of two public hearings was held. This public hearing occurred during the 30-day public review of the EA. ODOT held the public hearing at the Rogue Community College to present information about the project and two build alternatives studied in the EA and gather public comment on those alternatives as well as the environmental analysis documented in the EA. During the 30-day comment period, ODOT received 85 public comments. A summary of responses to comments on the EA is provided in Appendix D.

An outcome of the public comment period on the EA was the City of Grants Pass formation of an independent Working Group. The Working Group was organized in February 2007 to engage in a parallel process to the EA to examine additional alternatives for the eastern segment of the Highway 199 Expressway Upgrade project. Their process resulted in a new alternative, the Working Group Alternative. In August 2007, the PDT voted to include the Working Group Alternative into the range of alternatives to be evaluated. The Working Group Alternative was evaluated in the Supplemental EA.

On December 19, 2007 a second public hearing was held. This public hearing occurred during the 30-day review of the

Timeline of Major Public Involvement Events:

- December 2004 – March 2005
Stakeholder Surveys
 - March 3, 2005
Open house #1 (EA scoping)
 - August 25, 2005
Open house #2 (Conceptual alternatives)
 - February 8, 2007
Public hearing #1 (EA)
 - December 19, 2007
Public hearing #2 (Supplemental EA)
-

Supplemental EA. Again, ODOT held the public hearing at the Rogue Community College to present information about the project and three build alternatives studied in the Supplemental EA (Alternatives A and C and the Working Group Alternative) and gather public comment on those alternatives as well as the environmental analysis documented in the Supplemental EA. During the 30-day comment period, ODOT received 37 public comments. A summary of responses to comments on the Supplemental EA is also provided in Appendix D.

Highway 199 Expressway Upgrade Website

<http://www.oregon.gov/ODOT/HWY/REGION3/>

In addition to the stakeholder surveys, open houses, and public hearings, news articles and ads about the project appeared in the *Grants Pass Daily Courier* and the free weekly circulation *Sneak Preview*. ODOT staff arranged to have information broadcast on local radio (KAJO) and on the public access cable television system (RVTV). In addition, articles on the project were included in *Moving Ahead with ODOT* — a bi-monthly publication distributed in the Medford Mail Tribune. ODOT has also maintained a publicly accessible project website. The internet address for the project website was provided throughout the project, including publication in a letter that ODOT distributed in December 2005 to 470 stakeholders in the project area. This letter also encouraged people to contact ODOT staff to learn more about the project.

6.2 Summary of Responses to Comments on the EA and Supplemental EA

ODOT received 85 comments during the EA comment period and 37 comments during the Supplemental EA comment period. These comments were submitted as letters, e-mail, comment forms distributed at the public hearing, and oral testimony that was recorded verbatim by Oregon-licensed court recorders at the public hearing. Each comment was assigned a number for identification and tracking. The EA comments were numbered 1-85 and the Supplemental EA comments were numbered 86-122. All comments were reviewed and categorized into common topic areas. The following topic areas were identified:

- Alternative A, Alternative C, and Working Group
- Environment
- EA Process

- Josephine County Fairgrounds
- Right of Way Acquisition and Access Management
- Safety
- Traffic Analysis

Most comments addressed more than one topic area. A matrix was developed to track the various topic areas addressed within each comment and ensure all substantive issues within each comment received a response.

ODOT prepared responses to each topic area to address all substantive issues raised in the comments. Each response identifies the corresponding comments by comment identification number that the response addresses. These responses are included in Appendix D of this REA.

In addition to the topic areas that were addressed in the comments, many comments were received about a proposal presented by a group of local citizens known as the Association of Concerned Citizens Endorsing Sensible (traffic) Solutions (ACCESS). ACCESS, through its legal representative, submitted a new proposal to ODOT in December 2006. At the EA public hearing (February 8, 2007), ACCESS was provided space to display its proposal in the same room where the Highway 199 Expressway Upgrade project information was presented. In March 2007, ODOT evaluated the ACCESS proposal by applying the same design standards, traffic analysis, and evaluation criteria that were applied to other alternatives studied for the Highway 199 project.

One comment letter on the Supplemental EA was received from the City of Grants Pass (dated January 3, 2008) and warranted a point-by-point response. This response is also included in Appendix D.

Copies of all comments submitted to ODOT during the 30-day EA and Supplemental EA public comment periods as well as ODOT's responses to the comments are provided in Appendix D.

Analysis of the ACCESS Proposal

The results of the ODOT analysis of the ACCESS proposal are presented in a separate report titled "Analysis of the ACCESS Proposal" that can be found on the project website located at:

http://www.oregon.gov/ODOT/HWY/REGIO/N3/h199e_index.shtml

EA and SEA Comments

Copies of all comments submitted to ODOT during the 30-day EA and SEA public comment periods are also on the project website located at:

http://www.oregon.gov/ODOT/HWY/REGIO/N3/h199e_index.shtml

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CHAPTER 7 Conformance with Land Use, Transportation, and Other Planning Regulations

The Highway 199 Expressway Upgrade project is located within the City of Grants Pass and Josephine County planning jurisdictions. As a result, the comprehensive plans and development codes from both jurisdictions are applicable to the project. The Transportation System Plans for the City of Grants Pass and Josephine County also includes goals and objectives for developing the city and county transportation system.

In the City's jurisdiction, the project is considered an exempt project and a formal building permit or land use review is not required. A letter from the City explaining the exemption is provided in Appendix B. In the County's jurisdiction the project involves work within the ODOT right of way and, therefore, no review or permits are required from the County. A letter from the County is also provided in Appendix B.

In addition to the local planning regulations, there are several other applicable state plans and regulations. The project complies with these applicable state plans and goals and is identified for funding in the Oregon Statewide Transportation Improvement Program (STIP).

Applicable Land Use, Transportation and Other Planning Regulations:

- City of Grants Pass Comprehensive Plan
 - Development Code of the City of Grants Pass
 - Grants Pass Urban Area Master Transportation Plan
 - Josephine County Comprehensive Plan
 - Josephine County Rural Development Code
 - Josephine County Rural Transportation System Plan
 - Oregon Transportation Plan
 - Oregon Bicycle and Pedestrian Plan
 - ORS 366.514
 - Oregon Highway Plan
 - Oregon Statewide Planning Goals
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CHAPTER 8 Conclusion

As a result of the information presented in the EA and the Supplemental EA, FHWA has determined that the Highway 199 Expressway Upgrade Project will not result in significant adverse environmental impacts. Proposed mitigation noted in Chapter 4 will sufficiently off-set any adverse impacts that result from implementation of the project.

Given these findings, FHWA has issued a Finding of No Significant Impact (FONSI). An Environmental Impact Statement is not required.

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