FHWA-CA-EIS-2011-01-52F

California Department of Transportation

RECORD OF DECISION

Jepson Parkway Project

Solano County, California

The environmental review, consultation, and any other action required in accordance with applicable federal laws for this project are being, or have been, carried out by Caltrans under its assumption of responsibility pursuant to 23 U.S.C. 327.

Decision

The California Department of Transportation (Caltrans), as the federal lead agency for this undertaking, has selected Alternative B for the Jepson Parkway Project. Alternative B was identified as the Preferred Alternative in the Final Environmental Impact Statement (Final EIS) (May 2011), which was prepared pursuant to the National Environmental Policy Act (NEPA). Caltrans based its decision on the Final EIS and supporting studies, as well as comments received from the public and agencies. With the adoption of this Record of Decision (ROD), Caltrans will proceed with the understanding that the project has been approved.

Selected Alternative

The Preferred Alternative will provide a four-lane divided arterial for the entire length of the corridor and includes improvements (from north to south) to Leisure Town Road, Vanden Road, Cement Hill Road, and Walters Road. The project components for Alternative B include the widening of existing roadways on various segments; construction of a northern extension of Walters Road between Cement Hill Road and Air Base Parkway; a grade separation (overpass) of the UPRR mainline tracks as part of the Walters Road Extension; improvements (such as bridge widening or culvert extensions) at the Leisure Town Road crossings of Alamo Creek and New Alamo Creek; a new crossing of McCoy Creek and McCoy detention basin; bicycle and pedestrian paths; landscaping; and utilities relocation.

Background

The *Jepson Parkway Concept Plan* (Concept Plan) was completed in 2000 by the Solano Transportation Authority (STA), Fairfield, Suisun City, Vacaville, and Solano County to improve local traffic in central Solano County and to encourage the linkage between transportation and land use. Extensive meetings and workshops were held among project stakeholders, including developers; neighborhood groups; STA; the Cities of Fairfield, Suisun City, and Vacaville; Solano County; the Metropolitan Transportation Commission (MTC); and community representatives, to ensure that the Concept Plan reflected

community feedback and priorities. The Concept Plan recommended a set of corridor improvements designed to relieve existing and future congestion, address existing safety issues, facilitate use of alternative travel modes, and minimize impacts on existing and future residential neighborhoods.

In addition to the project described in the Concept Plan, additional project alternatives were suggested by community members at a public scoping meeting conducted in August 2000. In September 2000, STA, Caltrans, the Federal Highway Administration (FHWA), the U.S. Army Corps of Engineers (Corps), U.S. Fish and Wildlife Service (USFWS), National Oceanic Atmospheric Administration Marine Fisheries Service (NOAA Fisheries), and U.S. Environmental Protection Agency (EPA) began the NEPA/404 integration process. Pursuant to the *National Environmental Policy Act and Clean Water Act Section 404 Integration Process for Federal Aid Surface Transportation Projects* (April 2006) Memorandum of Understanding (MOU), the NEPA/404 group identified a full range of alternatives using existing information sources and limited field surveys. The NEPA/404 group then conducted a screening of the alternatives that considered natural environmental effects, physical environmental effects, community effects, transportation effectiveness, engineering feasibility, and financial feasibility. The alternatives were rated using a qualitative range of +++ (*very positive effect*) to – – – (*very negative effect*). As a result of this process, 6 of 11 alternatives that were taken into consideration during the screening process were recommended for detailed analysis in the DEIR/S. After further detailed field reviews, the list of six alternatives was narrowed to five, including a no-build alternative and four build alternatives.

Alternatives Considered

Alternative A: No Build Alternative. Alternative A is the no build alternative. Under Alternative A, none of the proposed roadway improvements would be constructed. However, ongoing maintenance of existing roads and facilities would continue.

Build Alternatives. Four build alternatives were evaluated for the project. All of the build alternatives involve widening Walters Road, a UPRR grade crossing, bicycle/pedestrian facilities, landscaping, and utility improvements. Alternatives B, C, and D have similar alignments and improvements in the northern and southern portions of the corridor. The primary differences among these alternatives occur in the central portion; however Alternative E is different in the northern portion. The four build alternatives are described below.

Alternative B: Leisure Town Road–Vanden Road–Cement Hill Road–Walters Road Extension–Walters Road. Alternative B would provide a four-lane divided arterial for the entire length of the corridor and include improvements (from north to south) to Leisure Town Road, Vanden Road, Cement Hill Road, and Walters Road. The project components for Alternative B include the widening of existing roadways on various segments; construction of a northern extension of Walters Road between Cement Hill Road and

Air Base Parkway; a grade separation (overpass) of the UPRR mainline tracks as part of the Walters Road Extension; improvements (such as bridge widening or culvert extensions) at the Leisure Town Road crossings of Alamo Creek and New Alamo Creek; a new crossing of McCoy Creek and McCoy detention basin; bicycle and pedestrian paths; landscaping; and utilities relocation.

The alignment for Alternative B begins in the north in Vacaville on Leisure Town Road at Orange Drive. It extends south along Leisure Town Road to the intersection of Leisure Town Road and Vanden Road in unincorporated Solano County. It then extends southwest along Vanden Road to the intersection of Cement Hill Road/Vanden Road and Peabody Road in Fairfield. From here, the alignment continues west along Cement Hill Road to the intersection of Cement Hill Road and the north end of the Walters Road Extension, extends south along the proposed Walters Road Extension to the intersection of Walters Road and Air Base Parkway, and then continues south along Walters Road in Fairfield and Suisun City to the Walters Road/SR 12 intersection.

Alternative C: Leisure Town Road–Vanden Road–Peabody Road–Air Base Parkway–Walters Road. Alternative C would provide a four- to six-lane divided arterial for the entire length of the roadway. The project components for Alternative C include roadway widening, improvements (such as bridge widening or culvert extensions) at the crossings of Alamo Creek and New Alamo Creek, a grade separation (overpass) of the UPRR mainline tracks at Peabody Road, a flyover ramp at the Airbase Parkway/Peabody Road intersection, bicycle and pedestrian paths, landscaping, and utilities relocation. The Alternative C alignment begins in the north on Leisure Town Road at Orange Drive and is identical to Alternative B until it reaches the intersection of Cement Hill Road/Vanden Road and Peabody Road. Unlike Alternative B, Alternative C does not include improvements to Cement Hill Road or the construction of a northern extension of Walters Road. Instead, Alternative C continues south on Peabody Road from the Cement Hill Road/Vanden Road intersection to its intersection with Air Base Parkway. Alternative C continues west along Air Base Parkway to Walters Road. From the intersection of Air Base Parkway and Walters Road, Alternative C would continue south on Walters Road to SR 12, following the same alignment as Alternative B.

Alternative D: Leisure Town Road–Vanden Road–Peabody Road–Huntington Drive–Walters Road. Alternative D would provide a four- to six-lane divided arterial in the corridor. Alternative D is identical to Alternative B, except that it does not include Cement Hill Road, improvements to Air Base Parkway, or the construction of a northern extension of Walters Road. The Alternative D alignment continues south on Peabody Road from the intersection of Cement Hill Road/Vanden Road and Peabody Road to the intersection of Huntington Drive and Peabody Road. As with Alternative C, this alternative would require construction of an overcrossing at the UPRR tracks just south of the intersection of Cement Hill

Road/Vanden Road and Peabody Road and the realignment of Markley Lane. Alternative D also includes an overcrossing of the UPRR spur along Huntington Drive.

Alternative E: Peabody Road–Air Base Parkway–Walters Road. Alternative E would provide a four- to six-lane divided arterial. Two lanes would be added to the existing two- to four-lane facility. The alignment differs from Alternatives B, C, and D in the northern portion, between I-80 and Vanden Road in Vacaville. Instead of starting at the I-80/Leisure Town Road interchange, this alternative alignment begins at the intersection of Peabody Road and Elmira Road in Vacaville and travels south along Peabody Road until it meets the Alternative C alignment at the intersection of Peabody Road and Cement Hill Road/Vanden Road. As described for Alternative C, the alignment then continues south on Peabody Road to Air Base Parkway, west on Air Base Parkway to Walters Road, and then south on Walters Road to SR 12.

Alternatives Considered and Withdrawn

Many alternatives were evaluated in the DEIR/S and were withdrawn due to reasons described in detail in the DEIR/S and in Section 2.6, Alternatives Considered but Eliminated from Further Discussion Prior to the Draft EIR/EIS in the FEIS.

Basis for the Decision

Caltrans' decision is based on information contained in the FEIS, which was circulated on May 20, 2011, and which provides the detailed statement on environmental impacts required by the National Environmental Policy Act (NEPA). It is supported by the various technical studies undertaken to support the NEPA process. The Preferred Alternative meets the purpose and need of the Jepson Parkway Project and would relieve recurrent traffic congestion, correct deficiencies and improve overall operations, provide safe access, improve mobility, correct existing drainage and flood hazards, and reduce future drainage problems.

The build alternatives have potential impacts in different environmental categories and the magnitude or severity of the impacts vary within those environmental categories. Therefore, the identification of the Preferred Alternative was derived on the basis of a process of elimination that considered each of the related environmental laws. The following is a summary of the reasoning behind identifying Alternative B, as the Preferred Alternative:

Alternative D would displace industrial and commercial properties in the Tolenas Industrial Park along Huntington Drive in the City of Fairfield and would result in the loss of an estimated 224 local jobs. The severe economic hardship to these employees and the City of Fairfield is not acceptable to the local

community. Alternative D cannot be altered to avoid these impacts; therefore, Alternative D was not considered practicable as the Preferred Alternative.

While Alternative E appears to have the least overall impacts to natural resources among the build alternatives, Alternative E would result in permanent use of 1.7 acres of land from Al Patch Park and 1.2 acres of land from Will C. Wood High School. Both of these properties are protected by Section 4(f) of the Department of Transportation Act (49 U.S.C. 303). Section 4(f) prohibits the Secretary of Transportation from approving a project that uses Section 4(f)-protected property if there is a feasible and prudent alternative to that use. Under Section 4(f) regulations, Alternative E cannot be identified as the Preferred Alternative unless all of the other build alternatives can be shown not to be prudent and feasible. Alternative E would also result in the acquisition of 26 single-family and 10 multi-family residential units along Peabody Road in the City of Vacaville.

A "flyover" ramp proposed to be constructed at the intersection of Peabody Road and Air Base Parkway with either Alternative C or Alternative E would provide high-elevation views into Travis Air Base facilities, including the Aero Club landing strip and the David Grant Hospital. David Grant Hospital serves sensitive Defense Department missions and is designed to provide emergency functions. The ability to view Air Base facilities—particularly on a roadway that would offer convenient and quick access and retreat—poses a concern for homeland defense. Travis Air Force Base officials raised this concern in their comments on the DEIR/S. In light its potential adverse impacts on homeland defense, residences, and Section 4(f) resources, Alternative E was not considered practicable as the Preferred Alternative.

Alternative C, because it would also require the flyover ramp at Peabody Road and Air Base Parkway, would have an impact on homeland defense. Also, as described in the Travis Air Force Base comment letter referenced above, Alternative C has the potential to affect an area of high habitat value, consisting of a combination of natural and created vernal pools and seasonal wetlands with populations of Contra Costa goldfields, and a contiguous property that is being developed as a mitigation bank. The contiguous property includes mitigation area for vernal pools where efforts are currently underway to propagate and preserve goldfields and other listed and special status plant species. Travis officials have agreed to maintain the portion on the Air Base for preservation of vernal pools, wetlands and these plant species.

Using these lands for Alternative C would violate this agreement. Because of homeland defense concerns and the potential impacts to dedicated wetland and plant preservation areas, Alternative C was not considered practicable as the Preferred Alternative.

By this process of elimination, Alternative B is the remaining practicable alternative. Like all the other build alternatives, Alternative B would affect vernal pools and other seasonal wetlands as well as other waters of the U.S. along the proposed Walters Road extension and Cement Hill Road. These waters provide high quality habitat for wetland vegetation and wildlife. However, in informal consultation with the USFWS and the NEPA/404 MOU signatories, avoidance, minimization, and mitigation measures have been identified that would achieve the appropriate balancing of resource protection, project construction, and mitigation costs to address these impact issues.

Alternative B was identified as the Preferred Alternative by Caltrans. The identification of Alternative B as preferred has been confirmed pursuant to avoidance and minimization measures stipulated in the USFWS's no-jeopardy Biological Opinion following completion of formal Section 7 consultation. The NEPA/404 MOU signatory agencies also concurred with the designation of Alternative B as the Least Environmentally Damaging Practicable Alternative (LEDPA).

Environmentally Preferred Alternative

The Environmentally Preferred Alternative is the alternative that causes the least damage to the environment and best protects preserves, and enhances historic, cultural, and natural resources. Since Alternative A would not involve new construction or result in any of the improvements proposed under the build alternatives, it would not result in any physical effects to the environment. However, Alternative A would not meet the project's purpose and need. Also, Alternative A is inconsistent with adopted local and regional plans in that it would not provide road and other transportation improvements needed to support proposed land uses. Therefore, Alternative A is not the Environmentally Preferred Alternative.

While each of the four build alternatives would improve intersection operations in 2030 to acceptable levels, the assessment of Alternatives B, C, D, and E reveals a number of important tradeoffs. None of the alternatives would result in substantial unavoidable impacts. As described above, key differences between the alternatives include:

- Compared to Alternative B, both Alternative C and Alternative D would have fewer biological impacts on species and habitats of concern, except for Contra Costa goldfields, where a greater number of acres would be disturbed. In addition, Alternative C would result in unacceptable homeland security issues and Alternative D would result in substantial loss of local jobs. Therefore, neither Alternative C nor Alternative D is the Environmentally Preferred Alternative.
- Alternative E would result in few impacts to biological resources than the other build alternatives. However, Alternative E is the only alternative that would result in a Section 4(f) use of parkland. In addition, among the build alternatives Alternative E would displace the greatest number of

existing homes and residents. Therefore, Alternative E is not the Environmentally Preferred Alternative.

- Alternative B, because of the Walters Road Extension, would have a greater effect on biological habitats, wetlands, and vernal pool habitat than the other build alternatives. However, in informal consultation with the USFWS and the NEPA/404 MOU signatories, avoidance, minimization, and mitigation measures have been identified that would achieve the appropriate balancing of resource protection, project construction, and mitigation costs to address these impact issues. Therefore, Alternative B is the Environmentally Preferred Alternative.

Summary of Beneficial Environmental Impacts

The Jepson Parkway Project will result in a number of beneficial environmental impacts, which are described in the following noted sections of Chapter 3 of the Final EIS. The beneficial environmental impacts associated with the project include the following:

Section 3.6 Traffic and Transportation/Pedestrian and Bicycle Facilities

Implementation of the Preferred Alternative would result in an improvement in the level of service (LOS) at most of the study intersections in the corridor. All but three of the study intersections would operate at or above local LOS standards. Mitigation has been proposed for the three intersections that would continue to operate at below local LOS standards during the AM and/or PM peak hours.

The Preferred Alternative includes the addition of an off-street paved bicycle path along the length of the corridor as well as "activity nodes" at strategic locations to encourage bicycle and pedestrian use for both recreation and transportation purposes. This would be a beneficial impact of the build alternatives. The Preferred Alternative would include connections to bicycle and pedestrian facilities that meet ADA requirements, and all intersections would have curb ramps and pedestrian cross walks and signals that meet current ADA guidelines.

The Preferred Alternative includes the operation of two new bus routes to provide future transit service along the corridor. This would be a beneficial impact of the project.

Section 3.13 Air Quality

Implementation of the Preferred Alternative conforms to the State Implementation Plan for achieving goals of the Clean Air Act. The Preferred Alternative has undergone Interagency Consultation and has determined that this is not a project of air quality concern. FHWA concurred with the conformity determination for the Preferred Alternative on March 15, 2011.

Section 4(f)

The City of Fairfield's 1994 Peabody-Walters Master Plan (Master Plan) designates an extension of the City's linear park within the abandoned Sacramento Northern Railroad right-of-way. The proposed extension of the linear park is a Section 4(f) resource. The right-of-way crosses Cement Hill Road in the vicinity of the proposed Walters Road Extension included in Preferred Alternative. Implementation of the Preferred Alternative reflects years of joint planning for the Linear Park and this project. As such by selecting Alternative B as the Preferred Alternative, there is no use of Section 4(f) resources.

Summary of Adverse Environmental Impacts and Mitigation

The Jepson Parkway Project will result in environmental impacts, which are described in detail in the following noted sections of Chapter 3 of the Final EIS. The most substantial impacts associated with the project include the following:

Section 3.3 Farmland

The Preferred Alternative will convert 75.4 acres of Prime Farmland and Farmland of Statewide Significance to non-farm uses. Compensation will be provided for the conversion of Prime Farmland and Farmland of Statewide Significance. No federal funds will be used to mitigate impacts to farmlands.

Section 3.4 Community Impacts

The Preferred Alternative will require the relocation of 10 commercial structures and two public structures. In the process of administering relocation services and benefits, STA and Caltrans will comply with the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended. STA and Caltrans will also comply with Title VI of the Civil Rights Act (42 USC 2000d, et seq.).

Section 3.6 Traffic and Transportation/Pedestrian and Bicycle Facilities

With implementation of the Preferred Alternative, three intersections will continue to operate at or below local LOS standards during the AM and/or PM peak hours: Leisure Town Road/Stonegate Drive, Leisure Town Road/Ulatis Drive, and Leisure Town Road/Marshall Road. A full set of warrants for unsignalized study intersections in the corridor will be investigated based on field-measured traffic data and a thorough study of traffic and roadway conditions by an experienced engineer under the direction of STA or the local jurisdiction. Regular monitoring of actual traffic conditions and accident data will be undertaken by the jurisdiction responsible for implementation to prioritize and program intersections for signalization where warrants are met.

Section 3.7 Visual/Aesthetics

Implementation of the Preferred Alternative will result in permanent visual changes related to light and glare, removal of existing landscaping, and views to and from the roadways. To control light and glare, a

lighting plan will be implemented, and new walls and barriers will be constructed with low-sheen and non-reflective surface materials. Design characteristics will be incorporated into project features to reduce visual obtrusions, and aesthetic treatments will be applied to all noise barriers to enhance their appearance.

Section 3.9 Hydrology & Floodplains

The Preferred Alternative will permanently change local stormwater drainage patterns or volumes, will encroach into the FEMA-mapped 100-year floodplain, and could encroach into floodplains not mapped by FEMA. A detailed Master Drainage Plan (MDP) will be prepared and implemented and all undersized culverts will be improved to avoid and minimize flood hazards. The Preferred Alternative does not constitute a significant floodplain encroachment as defined in 23 CFR, Section 650.105(q).

Section 3.10 Water Quality and Stormwater Runoff

Construction of the Preferred Alternative will result in permanent changes in local stormwater drainage patterns and/or volumes and permanent changes in local stormwater contaminant loading. To address these effects, the project sponsors will prepare and implement a post-construction Stormwater Management Plan per regulatory requirements.

Section 3.11 Geology, Soils, Seismicity, and Paleontology

Construction of the Preferred Alternative may result in the destruction of buried paleontological or unique geologic features. A Paleontological Mitigation Plan will be prepared and implemented to address the potential to uncover, document, and salvage, as appropriate, significant paleontological resources.

Section 3.12 Hazardous Waste and Materials

Construction of the Preferred Alternative may expose construction workers or nearby land uses to previously unknown hazardous materials, expose known hazardous materials to humans or the environment, or expose humans and the environment to hazardous conditions from the accidental release of hazardous materials. There is the potential for exposure to aerially deposited lead, polychlorinated biphenyls in transformers, heavy metals such as chromium and lead in yellow street striping, and petroleum hydrocarbons from leaking storage tanks, petroleum pipelines, and railroad use. As such, a Health and Safety Plan to address worker health and safety will be prepared; soil sampling and analysis will be performed to identify and remove contaminated soil; soil and groundwater at leaking underground storage tanks and underground storage tank sites will be tested and contaminated soil will be removed; yellow striping along existing roadways will be sampled, tested, removed, and properly disposed of; transformer fluid from electrical transformers will be sampled, analyzed, and handled appropriately;

aerially deposited lead in surface and near-surface soils will be tested and handled appropriately; construction will be timed to avoid exposure of construction workers to respiratory irritants from aerially applied chemicals; and a Phase 2 Environmental Site Assessment (ESA) will be completed.

Section 3.14 Noise

Soundwalls were studied for two locations where operational noise levels will approach or exceed Noise Abatement Criteria: along Walters Road and along Leisure Town Road. Along Walters Road, new soundwalls were not determined to be reasonable and feasible in the Noise Abatement Decision Report. On the other hand, along Leisure Town Road, abatement measures, including noise barriers, are found to be reasonable and feasible along Leisure Town Road. The identified soundwalls along Leisure Town Road will be built as part of the project.

Section 3.15 Biological Environment

3.15.1 Natural Communities

The Preferred Alternative will have a direct impact on 2.1 acres and an indirect impact on 1.4 acres of riparian woodland; result in the minor modification of annual grassland, vernal pool, and pond habitat along the alignment of the Walters Road extension; and the removal of 19 native oaks and landscape trees along Leisure Town Road. Potential indirect disturbance of riparian communities will be avoided and minimized where possible. Compensation will be provided for permanent loss of riparian communities. The roadway design will be modified to maintain natural hydrology and reduce resource loss. Native trees will be planted in rural landscaping areas.

3.15.2 Wetlands and Other Waters of the United States

The Preferred Alternative will affect 2.94 acres of jurisdictional wetlands and 1.90 acres of other waters of the U.S. The Preferred Alternative will be designed to avoid and minimize disturbance to waters of the U.S. and nonjurisdictional wetlands, and include modifications to maintain natural hydrology and reduce resource loss. The project sponsors will obtain and comply with all conditions included in the required Clean Water Act permits and Streambed Alteration Agreements. Compensation will be provided for the permanent and temporary filling of seasonal wetlands, freshwater marshes, ponds, and other waters of the U.S.

3.15.3 Plant Species

The Preferred Alternative will affect 1.0 acre of Pappose spikeweed, 2.0 acres of Gairdner's yampah, and 1.0 acre of Saline Clover. Compensation will be provided for the loss of Pappose spikeweed.

Implementation of measures described above to minimize and harm to wetlands and other waters of the U.S. will also minimize impacts to Gairdner's yampah and Saline Clover.

3.15.4 Animal Species

The Preferred Alternative will have an adverse effect on animal species. The Preferred Alternative will result in loss of Swainson's hawk nesting and foraging habitat. The CDFG guidelines for Swainson's hawk foraging habitat mitigation will be implemented and preconstruction surveys for nesting Swainson's hawk will be conducted. Disturbance of nesting special-status and non-special-status migratory birds and raptors will be avoided.

3.15.5 Threatened and Endangered Species

The Preferred Alternative will result in the loss or degradation of Contra Costa goldfield populations including 0.57 acres of direct impact and 2.45 acres of indirect impact, for a total of 3.02 acres. The Preferred Alternative will also result in the loss of vernal pool crustacean habitat including 0.97 acres of direct impact and 3.72 acres of indirect impact, for a total of 4.69 acres. Compensation will be provided for the permanent loss of Contra Costa goldfields and permanent losses of vernal pool fairy shrimp and vernal pool tadpole shrimp habitat pursuant to USFWS direction and the Solano Multi-Species Habitat Conservation Plan/Natural Community Conservation Plan and consistent with NEPA and FHWA policies on mitigating effects to threatened or endangered species.

The Preferred Alternative will result in loss of elderberry shrubs that are habitat for valley elderberry longhorn beetle, including 4 shrubs and 16 stems greater than 1 inch in diameter at ground level. Impacts on valley elderberry longhorn beetle will be minimized, and compensation will be provided for impacts on this special-status species.

The Preferred Alternative will result in the loss or degradation of 22.7 acres of suitable habitat for the California tiger salamander. Impacts on the California tiger salamander will be minimized and compensation will be provided for impacts on this special-status species.

The Preferred Alternative incorporates all practicable measures to minimize environmental harm, which were described in the Final EIS. Table 1 below lists the construction and operational impacts and the mitigation measures to minimize the potential impacts identified. All measures listed are commitments imposed under this ROD for the Preferred Alternative. This listing is provided to guide and facilitate project design and construction. This list will also facilitate the monitoring and implementation of the mitigation measures. The measures described below will either be incorporated into or implemented in conjunction with the design and/or construction for the Preferred Alternative. A detailed description of impacts and mitigation measures can be found in the appropriate environmental resources section in

Chapter 3.0 of the Final EIS.

Table 1
Summary of Avoidance, Minimization, and/or Mitigation Measures

Affected Resource	Avoidance, Minimization, and/or Mitigation Measures
3.3 Farm/Agricultural Lands	
Conversion of Farmlands (acres)	FA-1: Compensate for Conversion of Prime Farmland and Farmland of Statewide Significance. (No federal funds will be used to mitigate for impacts to farmlands.)
Commercial Structures	Comply with Uniform Relocation Assistance and Real Property Acquisition Policies Act.
Public Structures	Comply with Uniform Relocation Assistance and Real Property Acquisition Policies Act. CI-2: Relocate the Travis Unified School District Facility.
3.6 Traffic and Transportation/Pedestrian and Bicycle Facilities	
Three Study Intersections Operating Below Local LOS Standards in 2010	TRA-1: Evaluate Unsignalized Study Intersections in the Corridor for Signal Warrants TRA-2: Implement Transportation Management Plan During Construction
3.7 Visual/Aesthetics	
Permanent changes in light and glare	VIS-2: Prepare and Implement a Lighting Plan. VIS-3: Construct Walls and Barriers with Low-Sheen and Non-Reflective Surface Materials.
3.9 Hydrology & Floodplains	
Permanently change local stormwater drainage patterns or volumes	HYD-1: Prepare Detailed Master Drainage Plan (MDP) and Implement Plan Requirements.
Encroach into the FEMA-mapped 100-year floodplain	HYD-1 HYD-2: Improve Undersized Culverts.
Potentially encroach into floodplains not mapped by FEMA	HYD-1
3.11 Geology, Soils, Seismicity, and Paleontology	
Destruction of Buried Paleontological or Unique Geologic Features	GEO-1: Prepare and Implement Paleontological Mitigation Plan
3.12 Hazardous Waste and Materials	
Expose Construction Workers or Nearby Land Uses to Previously Unknown Hazardous Materials	HAZ-1: Develop a Health and Safety Plan to Address Worker Health and Safety. HAZ-2: Perform Additional Literature Review to Identify Potential for Historical Contamination. HAZ-3: Conduct Soil Sampling and Analysis to Identify and Remove Contaminated Soil. HAZ-8: Test Soil and Groundwater at LUST and UST sites and Remove Contaminated Soil.

Table 1
Summary of Avoidance, Minimization, and/or Mitigation Measures

Affected Resource	Avoidance, Minimization, and/or Mitigation Measures
Expose Known Hazardous Materials to Humans or the Environment	HAZ-3, HAZ-8 HAZ-4: Conduct Sampling, Testing, Removal, Storage, Transportation, and Disposal of Yellow Striping along Existing Roadway. HAZ-5: Conduct Sampling and Analysis of Transformer Fluid from Electrical Transformers. HAZ-6: Conduct Testing for Aerially Deposited Lead in Surface and Near-Surface Soils. HAZ-7: Time Construction to Avoid Exposure of Construction Workers to Respiratory Irritants from Aerially Applied Chemicals. HAZ-9: Phase 2 Environmental Site Assessments (ESA).
Expose Humans and the Environment to Hazardous Conditions from the Accidental Release of Hazardous Materials	HAZ-1
3.14 Noise	
Noise Levels above the NAC or a Substantial Increase in Traffic Noise Levels	Abatement measures provided for all build alternatives.
3.15 Biological Environment	
3.15.1 Natural Communities	
Direct loss of riparian woodland (acres)	BR-1: Avoid and Minimize Potential Indirect Disturbance of Riparian Communities. BR-2: Compensate for Permanent Loss of Riparian Communities.
Indirect loss of riparian woodland (acres)	BR-1 and BR-2
Loss of protected trees	BR-3: Plant Native Trees in Rural Landscaping Areas.
3.15.2 Wetlands and Other Waters of the United States	
Jurisdictional wetlands	BR-4: Obtain and Comply with Conditions of Clean Water Act Permits and Streambed Alteration Agreement.
Jurisdictional other waters	BR-5: Implement Measures to Protect Water Quality. BR-6: Avoid and Minimize Disturbance of Waters of the United States and Nonjurisdictional Wetlands. BR-7: Modify Roadway Design to Maintain Natural Hydrology and Reduce Resource Loss BR-8: Compensate for the Permanent and Temporary Filling of Seasonal Wetland, Freshwater Marsh, and Pond. BR-9: Compensate for the Permanent and Temporary Filling of Other Waters of the United States.

Table 1
Summary of Avoidance, Minimization, and/or Mitigation Measures

Affected Resource	Avoidance, Minimization, and/or Mitigation Measures
3.15.3 Plant Species	
Loss of Pappose spikeweed	BR-10: Conduct a Biological Resources Education Program for Construction Crews and Enforce Construction Restrictions. BR-11: Retain a Biologist to Monitor Construction Activities. BR-12: Install Construction Barrier Fencing around the Construction Area. BR-13: Minimize Potential Impacts on Special-Status Plant Species during Construction. BR-14: Compensate for Loss of Pappose Spikeweed. BR-15: Implement Mitigation Measure BR-7, BR-10 to BR-13, BR-15
Loss of Gairdner's yampah	BR-10 to BR-13, BR-15
Loss of Saline Clover	BR-10 to BR-13, BR-15
3.15.4 Animal Species	
Loss of Swainson's Hawk nesting and foraging habitat	BR-10 to BR-12 BR-18: Implement the CDFG Guidelines for Swainson's Hawk Foraging Habitat Mitigation and Conduct Preconstruction Surveys for Nesting Swainson's Hawk.
3.15.5 Threatened and Endangered Species	
Loss or degradation of Contra Costa Goldfields populations	BR-10 to BR-12 BR-20: Implement Mitigation Measure BR-7. BR-21: Compensate for the Permanent Loss of Contra Costa Goldfields.
Loss of vernal pool crustacean habitat	BR-22: Minimize Potential Impacts on Listed Vernal Pool Crustaceans and Contra Costa Goldfields. BR-23: Compensate for Permanent Losses of Vernal Pool Fairy Shrimp and Vernal Pool Tadpole Shrimp Habitat.
Loss of elderberry shrubs that are habitat for Valley Elderberry Longhorn Beetle	BR-24: Minimize Impacts on Valley Elderberry Longhorn Beetle. BR 25: Compensate for Impacts on Valley Elderberry Longhorn Beetle.
Loss or degradation of suitable habitat for California Tiger Salamander	BR-26: Minimize Potential Impacts on California Tiger Salamanders. BR-27: Compensate for Removal and Disturbance of California Tiger Salamander Habitat.

Mitigation Monitoring or Enforcement Program

A Mitigation Monitoring and Reporting Record (MMRR) has been prepared for the selected Alternative in accordance with 23 CFR 635.309(j). The MMRR identifies responsible parties and provides guidance for implementation and reporting for all mitigation measures described in Chapter 3 of the Final EIS. The MMRR is located in Appendix H of the Final EIS.

All mitigation monitoring report forms will be completed by those responsible for implementation, and verified by those responsible for monitoring and approval.

Public Opportunity to Comment

A Notice of Intent (NOI) was published in the Federal Register on August 4, 2000. Caltrans held public a scoping meeting on August 9, 2000, at the Suisun City Hall at 701 Civic Center Boulevard in Suisun City. Maps and graphics were available for viewing and there was a formal presentation of the project. The major comments made by the public at the scoping meeting were:

- Evaluate potential traffic impacts on Cordelia Road, Pennsylvania Avenue, and Lopes Road leading to I-680;
- Evaluate potential erosion and stormwater pollution;
- Evaluate the ability of SR 12 to carry additional traffic volumes;
- Evaluate potential effects to drinking water in Putah Creek;
- Limit truck access and extend truck limitations from Leisure Town Road to Vanden Road and Walters Road;
- Design sound wall on Walters Road that would direct sound waves to Jepson Parkway instead of surrounding homes and to prevent sound from passing over the wall;
- Design project to avoid and minimize impacts on Contra Costa goldfields, vernal pool fairy shrimp, and vernal pool tadpole shrimp and vernal pool, wetland, and riparian habitats and their associated wildlife species;
- Evaluate the possibility that the use of Air Base Parkway could create a dangerous lane-changing problem;
- Align the Parkway parallel to Air Base Parkway and use the Peabody signal to cross it;
- Remove houses that create a "kink" in the County portion of the Parkway so the Parkway can continue unimpeded along the railroad tracks;
- Prevent residential growth east of the Parkway in the County section; and
- Evaluate impacts on historic old town Cordelia from worsening traffic conditions in the future on Cordelia Road.

The DEIR/S was released on June 6, 2008. Distribution of the document and a 60-day public comment period followed, ending August 6, 2008. The DEIR/S was made available for review online at

www.solanolinks.com and print copies of the environmental document and supporting technical reports were provided for review at the STA offices at One Harbor Center, Suite 130 in Suisun City; the City of Fairfield Civic Center Library at 1150 Kentucky Street in Fairfield; the Suisun City Public Library at 333 Sunset Avenue, Suite 280 in Suisun City; and the City of Vacaville Public Library/Cultural Center at 102 Ulatis Drive in Vacaville.

To ensure that the public was informed about the availability of the document, a double-sided, self-mailing one-page newsletter announcing release of the DEIR/S was circulated on May 28, 2008. This newsletter was directly mailed to approximately 7,000 people, including all those who resided within 200 feet of any of the project alternatives as well as to other interested parties, including groups or individuals who had requested to be notified of the availability of the environmental document. The newsletter provided project information including project sponsors, project goals, an overview of project alternatives, and the date, time, and location of the public hearing as well as contact information for submitting comments. In addition, display advertisements announcing the availability of the DEIR/S and the public hearing were published in the Vallejo Times-Herald and the Fairfield-Suisun Daily Republic on June 8 and June 22, 2008 and in the Vacaville Reporter on June 10, June 21, and June 22.

Caltrans and STA hosted a public hearing on the project on Tuesday, June 24, 2008 from 6:00 p.m. to 9:00 p.m. at the Callison Elementary School, 6261 Vanden Road in Vacaville. The public hearing was an open house format meeting during which attendees could circulate freely and ask questions or give comments directly to members of the project team. A looping video presentation and display boards provided project information. A court reporter also was on hand to record comments; a copy of the transcript of these comments is provided in Volume II of the FEIS. Approximately 30 people signed in on attendance forms, and there were a few additional attendees who did not sign in. Fifteen people provided comments through the court reporter.

STA and Caltrans received 37 comment letters, including a petition with 67 signatories. In addition, 15 people provided comments that were recorded at the public hearing. Copies of these comment letters, the petition, the court reporter's transcript, and responses to these comments are compiled in Volume II of the FEIS, which is titled Response to Comments.

The FEIS was released on May 20, 2011. The document was distributed to federal, state, and local agencies and private organizations, and to members of the public who provided comments on the DEIR/S or who requested a copy of the final document. A Notice of Availability (NOA) was published on May 20, 2011. The NOA provided for a 30-day comment period that ended on June 20, 2011. A total of one comment letter was received (see Appendix A).

Conformity with Air Quality Plans

The Federal Clean Air Act, as amended, requires that transportation projects conform to the State Implementation Plan's purpose of eliminating or reducing the severity and number of violations of the National Ambient Air Quality Standards and of achieving expeditious attainment of such standards. The EPA regulation implementing this provision of the Clean Air Act (40 CFR Parts 51 and 93) establishes criteria for demonstrating that a transportation project is in conformity with applicable air quality plans. The conformity evaluation of the Preferred Alternative was presented in Section 3.13, Air Quality, of the FEIS. The project meets the criteria in 40 CFR Parts 51 and 93, in that it conforms to air quality plans for the San Francisco Bay region, and conforms to the Clean Air Act Amendments of 1990.

Record of Decision Approval

On the basis of the environmental record presented above, Caltrans finds Alternative B has satisfied the requirements of NEPA, the Clean Air Act of 1970, and U.S. Department of Transportation Act of 1966, all as amended. All practicable measures to minimize and mitigate environmental harm have been adopted and will be incorporated into this decision.

Bijan Sartipi
District Director
California Department of Transportation

Appendix A: Comments received on the FEIS

One comment letter was received on the FEIS.

Agency Name: U.S. Environmental Protection Agency (EPA)

Date: June 20, 2011

Nature of Comments:

Comment 1.) EPA reviewed the FEIS pursuant to NEPA regulations. EPA previously provided feedback as part of the *National Environmental Policy Act/Clean Water Act Section 404 Integration Process Memorandum of Understanding* (NEPA/404 MOU). EPA reviewed the DEIS and provided comments on July 18, 2008. EPA rated the DEIS as *Environmental Concerns, Insufficient Information* (EC-2) due to concerns about impacts to wetlands and waters of the U.S., growth inducement, and air quality. EPA requested that the FEIS include more information about those impacts and about selection of the Preferred Alternative.

Response to 1.) Caltrans provided additional information about the impacts and about selection of the Preferred Alternative in the Final EIS.

Comment 2.) EPA agreed with the selection of Alternative B as the preliminary Least Environmentally Damaging Practicable Alternative (LEDPA) and with the conceptual mitigation plan, as documented in its July 18, 2009 letter. In its comments on the FEIS, EPA encourages Caltrans to continue to seek project design modifications to minimize impacts, and offers to discuss minimization opportunities as Caltrans develops its final mitigation plan.

Response to 2.) With the assistance of EPA and other resource agencies, Caltrans has developed conceptual mitigation plans that we believe to be fully protective of the environment. We are looking forward to working with EPA on future projects.

Comment 3.) EPA commended Caltrans for including multimodal features in the project.

Response to 3.) Caltrans agrees that integrating transportation modes results in a stronger project.

Comment 4.) EPA commended Caltrans for providing an analysis of potential mobile sources air toxics (MSAT) impacts and provided additional recommendations for future MSAT analysis of Caltrans projects.

Response to 4.) Caltrans appreciates EPA's recommendations in the developing field of MSAT analysis.

UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION IX
75 Hawthorne Street
San Francisco, CA 94105

June 20, 2011

Melanie Brent
California Department of Transportation District 4
111 Grand Avenue
P.O. Box 23660
Oakland, CA 94623-0660

Subject: Final Environmental Impact Statement for the Jepson Parkway Project, Solano County, California (CEQ #20110152)

Dear Ms. Brent:

The U.S. Environmental Protection Agency (EPA) has reviewed the above-referenced document pursuant to the National Environmental Policy Act (NEPA), Council on Environmental Quality (CEQ) regulations (40 CFR Parts 1500-1508) and Section 309 of the Clean Air Act. EPA has previously provided feedback on this project through the *National Environmental Policy Act/Clean Water Act Section 404 Integration Process Memorandum of Understanding* (NEPA/404 MOU).

EPA reviewed the Draft Environmental Impact Statement (DEIS) and provided comments to the California Department of Transportation (Caltrans) on July 18, 2008. We rated the DEIS as *Environmental Concerns, Insufficient Information* (EC-2) due to concerns about impacts to wetlands and waters of the United States, growth inducement, and air quality, and requested that the Final Environmental Impact Statement (FEIS) include more information about those impacts and about selection of the preferred alternative.

In our July 20, 2009 letter, we agreed with Caltrans' selection of Alternative B as the preliminary least environmentally damaging practicable alternative (LEDPA), the only alternative that can be permitted pursuant to Clean Water Act Section 404 Guidelines, and with the conceptual mitigation plan. We encourage Caltrans to continue efforts to minimize impacts to aquatic resources, and other environmental resources, through project design modifications where possible. We continue to be available to discuss mitigation options with Caltrans as a final mitigation plan is developed.

EPA commends Caltrans for including multimodal features in the project, including bicycle and pedestrian amenities.

We also commend Caltrans for providing an analysis of potential mobile sources air toxics (MSAT) impacts, including potential increases in vehicle miles traveled along the project corridor and identification of areas where the new roadway would be closer to existing development. This information serves as the basis for better understanding potential near-roadway impacts and health concerns associated with roadway expansion projects. While we recognize the additional analysis that was performed in response to our comments on the DEIS, we have additional recommendations for future MSAT analysis of proposed Caltrans projects where appropriate:

- Inclusion of modeled MSAT concentrations for future no-build and build alternatives;
- Comparison of these modeled concentrations with existing concentrations;
- Comparison of the scale of emissions reduction resulting from EPA pollutant control programs and potential increased emissions resulting from project alternatives; and
- Consideration of design changes to avoid MSAT increases, which may have major benefits beyond what will be accomplished by EPA programs.

The above additional analyses are important for determining whether or not a project will result in MSAT impacts. We continue to be available to discuss appropriate methodologies for analyzing potential MSAT impacts of Caltrans projects.

We appreciate the opportunity to review this FEIS. When the ROD is signed, please send one copy to the address above (mail code: CED-2). If you have any questions, please contact Carolyn Mulvihill of my staff at 415-947-3554 or mulvihill.carolyn@epa.gov or Melissa Scianni of EPA's Wetlands Regulatory Office at 415-972-3821 or scianni.melissa@epa.gov.

Sincerely,

Connell Dunning

Connell Dunning, Transportation Team Supervisor
Environmental Review Office

cc: Jane M. Hicks, Army Corps of Engineers
Janet Adams, Solano Transportation Authority
Michelle Tovar, U.S. Fish and Wildlife Service
Doug Hampton, NOAA Fisheries