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December 14, 2020

CERTIFICATE OF THE SECRETARY OF ENERGY AND ENVIRONMENTAL AFFAIRS
ON THE
ENVIRONMENTAL NOTIFICATION FORM

PROJECT NAME	: Reconstruction of Russell Street (Route 9) From Middle Street (Route 47) Intersection to North/South Maple Street Intersection
PROJECT MUNICIPALITY	: Hadley
PROJECT WATERSHED	: Connecticut River
EEA NUMBER	: 16295
PROJECT PROPONENT	: Massachusetts Department of Transportation Highway Division
DATE NOTICED IN MONITOR	: November 12, 2020

Pursuant to the Massachusetts Environmental Policy Act (MEPA; M.G. L. c. 30, ss. 61-62I) and Section 11.06 of the MEPA regulations (301 CMR 11.00), I hereby determine that this project d**oes not require** an Environmental Impact Report (EIR).

Project Description

As described in the Environmental Notification Form (ENF), the Massachusetts Department of Transportation (MassDOT) Highway Division proposes the reconstruction and widening of Russell Street (Route 9) in Hadley. The purpose of the project is to improve the functionality and safety of the Route 9 corridor for vehicles and pedestrians/bicyclists including implementation of multi-modal accommodations. Project elements include:

- Reconstruction of pavement;
- Widening of the roadway to establish a consistent cross-section width and a center two-way-left-turn-lane (TWLTL);
- Construction of Americans with Disabilities Act (ADA)/Architectural Access Board (AAB) compliant wheelchair ramps, sidewalks and shared-use paths;
- Reconstruction and improvements at the East Street, Lowe's Driveway, and North/South Maple Street intersections with Route 9;

- Installation of traffic signals, pavement markings and signage;
- Coordination of traffic signals along the Route 9 corridor;
- Construction of an eight-foot shared-use path on both sides of Route 9 from east of Middle Street to just west of Maple Street (separated from the roadway by a 6.5-foot grass buffer);
- Construction of dedicated bus pull-offs, bus stops and shelters that are ADA/AAB compliant;
- Repairing, replacing, or cleaning of drainage structures and pipes, as necessary;
- Grading and installation of landscape elements.

The proposed shared-use path will be connected to the existing Norwottuck Rail Trail (NRT) at approximately Station 86+35 via proposed eight-foot shared-use paths. The project has been designed in accordance with MassDOT's Healthy Transportation Policy Directive to ensure that the public has access to safe and healthy transportation options. The project proposes to improve pedestrian and bicycle accommodations along Route 9 by constructing continuous sidewalks and shared-use paths. The proposed widening will require permanent and temporary easements, takings, and the removal of a number of trees along the Route 9 corridor.

Project Site

The 37.48-acre project area includes a segment of the Route 9 (Russell Street) corridor in Hadley, which begins west of the Middle Street (Route 47) intersection and extends 12,730 feet (2.41 miles) on Route 9 to a point east of the North/South Maple Street intersection. The project limits also extend onto the following side streets which are under local jurisdiction: Middle Street, East Street (north and south of Route 9), Pine Hill Road, Spruce Hill Road, Mill Valley Road, Lowe's Driveway, Home Depot Driveway, Mountain Farms Mall Driveway, North Maple Street, and South Maple Street for a total length of 17,135 feet (3.245 miles). Within the project corridor, Route 9 generally runs in an east-west direction; consists of a variable width, two-lane roadway with no dedicated left-turn lane and no consistent pedestrian or bicycle accommodations; and is classified as an Urban Principal Arterial under the jurisdiction of MassDOT. Route 9 is a major connection through Northampton, Hadley, and Amherst and also provides the only crossing of the Connecticut River between Sunderland and Holyoke; it serves a high volume of motorists during peak hours. Land uses along the Route 9 corridor include retail, offices, lodging, and public institutional/uses interspersed with residential and agricultural uses; there are numerous driveway curb-cuts along Route 9 through most of the corridor.

The western end of the project area, in the vicinity of Middle Street, is anchored by the historic village center of Hadley, including the Town Hall, library, senior center, and high school. The eastern segment of the project area, centered around North/South Maple Street, is generally developed as large retail centers including Hampshire Mall, Mountain Farms Mall, and Home Depot. These retail centers are a regional shopping destination and are accessed via large common driveways that form signalized intersections along Route 9 and North/South Maple Street.

According to the ENF, the existing configuration of Route 9 and adjacent developments have resulted in numerous capacity and safety issues within the project limits. The Route 9 corridor lacks consistent, safe, and accessible pedestrian, bicycle, and transit accommodations. The NRT runs parallel to Route 9 through Hadley and crosses beneath it approximately 0.9 miles east of East Street; however, there are no formal connections. Road Safety Audits (RSAs) conducted in 2012 and 2014 at the Route 9 intersections with Middle Street and North/South Maple Street (both identified as High Crash Locations within the Pioneer Valley Planning Commission (PVPC) area) identified several safety and accessibility

deficiencies within the project area and recommended several improvements which will be incorporated as part of the project.[1]

Wetland resource areas located within the project area include Bordering Vegetated Wetlands (BVW), Isolated Vegetated Wetlands (IVW), Bank, Land Under Water (LUW), Riverfront Area (RFA), and Bordering Land Subject to Flooding (BLSF). According to Federal Emergency Management Agency (FEMA) Flood Insurance Rate Map (FIRM) Panel No. 2501630001B (dated June 1, 1978), the project area is not located within Zone A (Area of 100 Year Flood) but does transverse a Zone B (Area of Moderate Flood Hazard). The project area is not located within rare species habitat as mapped by the Natural Heritage and Endangered Species Program (NHESP); one area of priority habitat is located approximately 500 feet east of the project limits on Mill Valley Road.

Environmental Impacts and Mitigation

Environmental impacts associated with the project include alteration of 4.25 acres of land; creation of 4.25 acres of new impervious area; alteration of 5,252 square feet (sf) of BVW (3,514 sf permanent and 1,738 sf temporary), 271 sf of IVW (251 sf permanent and 20 sf temporary), 320 linear feet of Bank (221 lf permanent and 99 lf temporary), 2,021 sf of LUW (800 sf permanent and 1,221 sf temporary) and 56,320 sf of RFA (27,919 sf permanent and 28,401 sf temporary);[2] and removal of a total of 54 trees within and adjacent to highway layout, of which five are living public shade trees with a diameter at breast height (DBH) of greater than 14 inches.

Measures to avoid, minimize and mitigate Damage to the Environment include replication of BVW and IVW; mitigation for LUW and Bank; protection of trees not proposed for removal through armoring or protective fencing; planting of 169 new trees throughout the Route 9 corridor; upgrades to the stormwater management system to improve water quality through use of best management practices (BMPs) and Low Impact Development (LID); and implementation of construction-period BMPs.

Jurisdiction and Permitting

This project is subject to MEPA review and preparation of an ENF pursuant to 301 CMR 11.03(3)(b)(1)(d), 301 CMR 11.03(3)(b)(1)(f), 301 CMR 11.03 (6)(b)(1)(b), and 301 CMR 11.03(6)(b)(2)(b) because it requires an Agency Action and will alter 5,000 or more sf of bordering or isolated vegetated wetlands; alter one-half or more acres of other wetlands (RFA); widen an existing roadway by four or more feet for one-half or more miles; and cut five or more living public shade trees of 14 or more inches in DBH. The project requires a Section 401 Water Quality Certification (WQC) from the Massachusetts Department of Environmental Protection (MassDEP), a Construction and Access Permit from the Massachusetts Department of Conservation and Recreation (DCR)[3] and review by NHESP.

The project requires an Order of Conditions from the Hadley Conservation Commission (HCC) (and, on appeal only, a Superseding Order of Conditions from MassDEP) and a National Pollutant

[1] Improvements included coordination of traffic signals, addition of pedestrian/bicycle accommodations throughout the project corridor, relocation of bus stops, addition of bus pull-outs, installation of new traffic signal equipment, modification of intersection geometry, and relocation/installation of signage.
[2] MassDOT submitted supplemental information on November 24, 2020 to clarify impacts to wetland resource areas.
[3] The ENF did not identify the requirement for a Construction and Access Permit from DCR.

Discharge Elimination System (NPDES) Construction General Permit (CGP) from the U.S. Environmental Protection Agency (US EPA).

Because MassDOT is the Proponent, MEPA jurisdiction for any future review would be broad in scope and extend to all aspects of the project that may cause Damage to the Environment, as defined in the MEPA regulations.

Review of the ENF

The ENF provides a description of existing and proposed conditions, project plans, a discussion of project alternatives, and identifies measures to avoid, minimize, and mitigate project impacts. During MEPA review, MassDOT provided supplemental information on November 24, 25, and 30, and December 7 and 9, 2020 to confirm impact estimates for wetland resource areas; analyze a No-Build alternative; and provide additional clarification and a response to comments. For purposes of clarity, all supplemental materials are referred to herein as the "ENF" unless otherwise referenced.

Alternatives Analysis

MassDOT evaluated a number of alternatives to meet the project purpose which considered traffic operations, right-of-way impacts, construction costs, environmental impacts, safety concerns, and accessibility. The No Build Alternative was dismissed because it would not meet the project purpose. Under this alternative, the functionality, safety, and accessibility of the Route 9 Corridor would remain deficient and continue to degrade; pedestrian and bicycle access would remain limited due to narrow shoulders, a lack of bike lanes or shared lane markings, insufficient/unconnected sidewalks, and a lack of ADA/AAB compliant features; drainage issues along the corridor would not be addressed; and connectivity between Route 9 and the NRT would not be enhanced.

MassDOT considered alternative roadway cross sections, shoulder widths, and pedestrian/bicycle accommodations for the Preferred Alternative. Two roadway cross section alternatives for Route 9 were evaluated. Alternative 1 consisted of a three-lane section comprised of one through lane in each direction and a center TWLTL. Alternative 2 consisted of a four-lane cross-section comprised of two through-lanes in either direction. The three-lane section was selected as the preferred alternative for the following reasons: it results in 19 to 47 percent fewer crashes; provides a safe place for turning vehicles to wait for gaps in traffic out of the stream of through lanes; eliminates sight line restrictions caused by a four-lane cross section; provides improved operations over a four-lane alternative for most times of the day; provides a reduction in delay for vehicles exiting the unsignalized Mill Valley Road intersection; improves travel time over both the existing and future no-build conditions; and provides benefits for pedestrians, bicyclists, and public transit passengers including shorter pedestrian crossings with center refuge islands, and space to include enhanced bicycle accommodations and bus pull-outs. The project also proposes a three-lane cross section on South Maple Street which will conform with a Town of Hadley (Town) project undertaken in Summer 2019. On East Street, the project proposes the addition of dedicated left turn lanes onto Route 9 to improve operations at the intersection.

Shoulder widths within the project limits vary. The project proposes construction of five-foot wide shoulders adjacent to where sidewalks are proposed (from Middle Street to approximately 150/165 Russell Street and east of North/South Maple Street) consistent with MassDOT's Healthy Transportation Policy to accommodate bicycle traffic. The project proposes construction of two-foot wide shoulders

adjacent to where the shared-use path is proposed (from approximately 150/165 Russell Street to west of Home Depot Driveway). Although the shoulder widths in these segments will not be consistent with MassDOT's Healthy Transportation Policy, the proposed shared-use path will provide safe accommodations for bicycle traffic. According to the ENF, the 25 percent design submission proposed two-foot shoulders with separated bike lanes. The Preferred Alternative represents an improvement of the 25 percent design and proposes a combination of five-foot shoulders, sidewalks, and shared-use paths for the Route 9 Corridor based on traffic speeds and volumes as well as the nature of the adjacent land uses.

According to *A Policy on Geometric Design of Highways and Streets, 6th Edition* and MassDOT's Engineering Directive E-14-006, minimum widths of a left shoulder and right shoulder on arterial roads are two feet and eight feet, respectively. The project is not able to meet these minimum widths due to the proposed pedestrian and bicycle accommodations. Any additional widening of the roadway cross section would result in additional property takings and impacts to wetland resource areas.

According to the ENF, the Preferred Alternative proposes a combination of five-foot shoulders, sidewalks, and shared-use paths to accommodate pedestrian bicycle traffic within the project limits in lieu of separated bike lanes adjacent to sidewalks based on further review and discussion between State Agencies and local stakeholders. Proposed pedestrian and bicycle accommodations at the western end of the project limits include five-foot shoulders and five-foot and six-foot concrete sidewalks on the north and south side of Route 9, respectively, which will match existing conditions through the Hadley Town Center. The project proposes two-foot shoulders and eight-foot shared-use paths beginning at approximately 150 Russell Street on the north side of the roadway and 165 Russell Street on the south side and extending to a point just west of Home Depot Driveway. Shared-use paths will be separated from the roadway by a 6.5-foot grass buffer.

The project also considered alternatives related to connectivity to the NRT. At the 25 percent design submission, the project proposed to construct a formal connection to the NRT at 285 Russell Street. Although this proposed connection would improve access, it was determined that it did not provide enough convenient access for the entire length of the project. Instead, two other formal connections to the NRT were included as part of the project prior to the 75 percent design submission to improve access to the NRT and avoid additional impacts to wetland resource areas. One location is proposed at approximately Station 78+50 LT and the other is on Middle Street; both consist of eight-foot shared-use paths connecting to the NRT. Comments from DCR identify strong support for these connections to the NRT and DCR will coordinate with MassDOT as the project design advances. DCR comments also identify the requirement for a DCR Construction and Access Permit for work activity on DCR land where connections will be established. Discussions between MassDOT and the Town are ongoing to determine who will maintain the shared use path during snow and ice events. The proposed shared use paths will be maintained in accordance with MassDOT's Snow and Ice Control Program to ensure safe travel for pedestrians and bicyclists during winter storm events.

Wetlands and Stormwater

The project will require alteration of BVW, IVW, LUW, Bank and RFA. Resource area delineations within the project area were conducted in September 2015 and October 2019. The HCC will review the project to determine its consistency with the Wetlands Protection Act (WPA), the Wetlands Regulations (310 CMR 10.00), and associated performance standards, including the Massachusetts

Stormwater Management Standards (SMS). MassDEP will review the project to determine its consistency with the 401 WQC regulations (314 CMR 9.00). MassDEP comments do not identify outstanding issues that warrant further MEPA review. Comments from the HCC identify concerns regarding stormwater management, impacts to BVW/RFA and associated restoration/mitigation, water quality impacts to Fore River and public water supply, and applicability of limited project provisions. MassDOT submitted supplemental information to provide an initial response to these comments and will submit a detailed Notice of Intent (NOI) to the HCC to provide additional information to address their concerns. The NOI will include additional specificity of the project's compliance with applicable performance standards, updated plans establishing wetland resource area boundaries to demonstrate consistency with delineations along Route 9 which were approved under previous Orders of Conditions for other projects, and stormwater design calculations.

The project is anticipated to impact 5,252 sf of BVW including permanent alteration of 3,514 sf of BVW to widen roadways, construct the shared-use path and sidewalks, extend culverts, and grade the project area. Mitigation includes construction of three wetland replication areas totaling 3,826 sf (additional information is provided on the Inland Wetland Mitigation Plans included in the ENF). The project will temporarily alter 1,738 sf of BVW to construct site access and install erosion and sedimentation control measures. Temporary impacts to BVW will be restored using a wetland seed mix. According to the ENF, portions of the project and associated impacts (1,982 sf of BVW (1,108 sf permanent/874 sf temporary)) are considered limited projects subject to 310 CMR 10.53(3)(d), 310 CMR 10.53(3)(f), and 310 CMR 10.53(3)(k). Supplemental information indicates that the proposed addition of the 13-foot wide center lane to the Route 9 traffic lane configuration will not be implemented through the entire corridor and the existing roadway width will not be significantly altered.[4] The project will reduce existing shoulder widths to accommodate the new center lane, resulting in minor roadway widening throughout the project limits (in some areas, the existing roadway will be narrowed slightly). The proposed eight-foot shared use path on both sides of Route 9 will be separated from the roadway by 6.5-foot grass buffers. The limited project criteria (310 CMR 10.53(3)(d),(f), and (k)) will be applied to only the portions of the project for which they are appropriate (i.e., excluding any impacts that are a result of the construction of the third lane along Route 9). MassDOT will confirm that proposed impacts to BVW are below the 5,000-sf threshold for a wetlands variance prior to submission of the NOI and that the project will not require a Variance.

The project is anticipated to impact 271 sf of IVW including permanent alteration of 251 sf for grading and temporary alteration of 20 sf to construct site access and install erosion and sedimentation control measures. According to the ENF, these areas of IVW are not regulated under the WPA because they are not large enough to qualify as Isolated Land Subject to Flooding (ILSF); however, MassDOT proposes to mitigate permanent impacts to IVW via the three proposed wetland replication areas. Temporary impacts to IVW will be restored with a wetland seed mix.

The project is anticipated to impact 320 lf of Bank (221 lf permanent/99 lf temporary) and 2,021 sf of LUW (800 sf permanent/1,221 sf temporary) associated with roadway widening and sidewalk/shared-use path construction, installation of retaining walls, culvert extension, installation of a drainage vault, grading, and installation of erosion and sedimentation control measures. Mitigation includes 224 lf of Bank replication, which will also create an additional 963 sf of LUW, through regrading areas adjacent to several stream crossings to provide an enhanced meandering channel to mimic the natural condition. These areas of Bank replication have been designed to prevent erosion and

[4] The existing roadway includes one travel lane in each direction with wide shoulders on each side.

scour as well as maxime shading and vegetation along the Banks. Temporary impacts to Bank and LUW will be restored to existing conditions.

According to the ENF, RFA within the project limits is associated with four unnamed perennial streams that are tributaries to the Fort River and totals 182,612 sf (4.19 acres), of which approximately 99,303 sf (54 percent) can be considered Previously Developed/Degraded. The project is anticipated to impact 56,320 sf of RFA (27,919 sf permanent/28,401 sf temporary), of which 28,556 sf (12,690 sf permanent/15,866 sf temporary) will occur within the Inner RFA and 27,764 sf (15,229 sf permanent/12,535 sf temporary) will occur within the Outer RFA. Permanent impacts to RFA are associated with roadway widening, sidewalk/shared-use path construction, and construction of gravel utility access paths. Temporary impacts are associated with grading, landscaping, installation of erosion and sedimentation control measures, and construction site access. The NOI will include a comprehensive alternatives analysis for impacts to RFA and updated plans identifying the Previously Developed/Degraded RFA, which generally include existing roadway infrastructure, driveways, parking lots, and structures along the Route 9 corridor. It will identify additional restoration and mitigation.

Runoff generated from impervious surfaces will be collected and managed in accordance with the MassDEP Stormwater Policy. The project will improve drainage within the project limits to the maximum extent practicable. Stormwater improvements will include installation of 260 deep sump catch basins, installation of new drainage pipes, and cleaning/repair of existing pipes and structures as necessary. All pipe sizing was conducted using the design parameters for a 10-year storm, including the applicable rainfall data for the area (NOAA ATLAS-14 24-Hour Storm Data). The project will relocate two stormwater outfalls to provide a setback from wetlands, and stone will be placed at the end of the pipe to avoid further erosion and scour. MassDOT determined that installation of additional structural stormwater BMPs is not feasible due to site constraints including a lack of available space within the state highway layout of Route 9; nature/density of the adjacent commercial and residential developments, including properties within the Hadley Center Historic District; numerous wetland resource areas within and adjacent to the project limits; potential for contaminated soils and other hazardous materials on sites adjacent to Route 9; and site topography. However, the project will construct grass strips with tree trenches and swales between the shared use paths and Route 9 to receive and infiltrate runoff from the shared use paths. Erosion controls will be used during construction and operation of the roadways will be maintained during construction.

Wastewater and Water Supply

MassDEP comments indicate that sewer system authorities were required to perform Infiltration/Inflow Analyses and Sewer System Evaluation Surveys and are required to develop and implement an ongoing plan to control infiltration and inflow (I/I) to the sewer system pursuant to 314 CMR 12.04(2). MassDEP comments recommend that the Town review its evaluation of the sewer collection system in the project area with respect to serviceability, structural integrity and the presence of I/I and determine whether any sewer system improvements should be made prior to, or in conjunction with, project construction.

The project is located in the Zone II area of the Callahan Wells, the primary source of drinking water for the Town. Comments from PVPC and HCC indicate that MassDOT should ensure that snow and ice management practices for Route 9 avoid impacts to the drinking water supply and to the Fort River, which is located less than one mile south of Route 9 and is a priority focus area for the Silvio O. Conte National Fish and Wildlife Refuge. Supplemental information indicates that MassDOT will

continue to manage snow and ice along Route 9 in accordance with its Snow and Ice Control Program Annual Report[5] with the goal of applying the minimum amount of sand and salt necessary to ensure safe travel conditions. The proposed increase in roadway widths will not result in an increase in the amount of sand and deicing material applied to Route 9. MassDOT will continue to identify opportunities to reduce its use of sand and salt during winter road maintenance. All MassDOT Stormwater infrastructure must be constructed and maintained in accordance with EPA's Municipal Separate Storm Sewer System (MS4) General Permit requirements.

Cultural Resources

The project corridor is located within and adjacent to the Hadley Center Historic District and Hadley Center Historic District Extension, which are listed in the State and National Register of Historic Places. The project proposes partial property takings on 35 properties located within the Hadley Center Historic District. The Project requires the taking of the entire property located at 184 Russell Street, which is currently developed as "Exotic Automobile Repair." The taking and demolition of this property is necessary to facilitate proposed roadway and intersection improvements. MassDOT consulted with the Hadley Historical Commission and Massachusetts Historical Commission (MHC) under Section 106 of the National Historical Preservation Act. According to the ENF, MHC has concurred that the project will not have an Adverse Effect on the Hadley Center Historic District, and it was further determined that the Bemben Gulf Service Station was built after the period of significance of the Historic District. The ENF includes a No Adverse Effect Finding to historic features from MHC.

Climate Change Adaptation

Governor Baker's Executive Order 569: Establishing an Integrated Climate Change Strategy for the Commonwealth (EO 569; the Order) was issued on September 16, 2016. The Order recognizes the serious threat presented by climate change and direct Executive Branch agencies to develop and implement an integrated strategy that leverages state resources to combat climate change and prepare for its impacts. The Order seeks to ensure that Massachusetts will meet GHG emissions reduction limits established under the Global Warming Solution Act of 2008 (GWSA) and will work to prepare state government and cities and towns for the impacts of climate change. The MEPA statute directs all State Agencies to consider reasonably foreseeable climate change impacts, including additional greenhouse gas emissions, and other effects, when issuing permits, licenses and other administrative approvals and decisions. M.G.L. c. 30, § 61. MassDOT is engaged in efforts to assess the potential impacts of climate change on State transportation infrastructure. I expect that MassDOT will consider the impacts of climate change, including increased frequency and intensity of precipitation events, when designing the stormwater management system.

Construction Period

All construction and demolition (C&D) activities should be managed in accordance with applicable MassDEP's regulations regarding Air Pollution Control (310 CMR 7.01, 7.09-7.10), and Solid Waste Facilities (310 CMR 16.00 and 310 CMR 19.00, including the waste ban provision at 310 CMR 19.017). I refer MassDOT to the comments from MassDEP regarding construction activities. MassDOT will install erosion and sedimentation BMPs. The project should include measures to reduce

[5] The Annual Report was submitted to EEA in December 2019 for review as required by the Certificate on the 2017 Final Snow and Ice Control Program Environmental Status And Planning Report issued on March 2, 2018.

construction period impacts (e.g., noise, dust, odor, solid waste management) and emissions of air pollutants from equipment, including anti-idling measures in accordance with the Air Quality regulations (310 CMR 7.11). Consistent with the GreenDOT Policy Directive, MassDOT requires that contractors install emission control devices in all off-road vehicles. MassDOT's Revised Diesel Retrofit Specification also requires that emissions control standards must be met or technology must be used for non-road, diesel-powered construction equipment in excess of 50 horsepower. Contractors will be instructed to limit engine idling and use ultra-low sulfur diesel fuel. If oil and/or hazardous materials are found during construction, MassDOT should notify MassDEP in accordance with the Massachusetts Contingency Plan (310 CMR 40.00). MassDOT should prepare a spills contingency plan. All construction activities should be undertaken in compliance with the conditions of all State and local permits. As part of the GreenDOT Policy Directive, MassDOT uses a range of recycled materials in pavement including recycled asphalt, recycled tires, and shingles.

Conclusion

The ENF has adequately described and analyzed the project and its alternatives, and assessed its potential environmental impacts and mitigation measures. Based on review of the ENF and comments received on it, and in consultation with State Agencies, I have determined that an EIR is not required.

K. Theoharides

December 14, 2020
Date

Kathleen A. Theoharides

Comments received:

11/30/2020 Pioneer Valley Planning Commission (PVPC)
12/01/2020 Massachusetts Department of Environmental Protection (MassDEP) – Western Regional Office (WERO)
12/02/2020 Hadley Conservation Commission
12/04/2020 Massachusetts Department of Conservation and Recreation (DCR)

KAT/PPP/ppp

dcr
Massachusetts

December 2, 2020

Secretary Kathleen A. Theoharides
Executive Office of Energy and Environmental Affairs
Attn: Purvi Patel, MEPA Office
100 Cambridge Street, Suite 900
Boston, Massachusetts 02114

Re: EOEEA #16295 Hadley – Route 9 Reconstruction ENF

Dear Secretary Theoharides:

The Department of Conservation and Recreation ("DCR" or "the Department") is pleased to submit the following comments in response to the Environmental Notification Form ("ENF") filed for the proposed Hadley – Route 9 Reconstruction (the "Project") in Hadley.

As described in the ENF, the MassDOT Highway Division (the "Proponent") is seeking to reconstruct and widen a 2.4-mile stretch of Russell Street (Route 9) in the Town of Hadley. DCR's Norwottuck Rail Trail runs parallel to Russell Street, in close proximity to the state roadway.

Pedestrian and Bicycle Connections

DCR coordinates and will continue to coordinate with MassDOT on the development and improvement of pedestrian / bicycle facilities throughout the Commonwealth, resulting in enhanced public recreation opportunities, with benefits for alternative transportation and climate change.

There are no formal connections between Russell Street and the Norwottuck Rail Trail in this area. The Project proposes to establish three formal pedestrian / bicycle connections to the Norwottuck Rail Trail in the form of 8-foot-wide paved shared-use paths. DCR strongly supports this effort and will coordinate with the Proponent as the Project moves forward. A DCR Construction and Access Permit will be required for work activity on DCR land where the connections will be established.

DCR appreciates the opportunity to comment on the ENF. If you have any questions regarding these comments, or to request additional information or coordination with DCR, please contact Paul Jahnige at paul.jahnige@mass.gov. Please contact Sean Casey at sean.casey@mass.gov related to a DCR Construction and Access Permit.

Sincerely,

Jim Montgomery
Commissioner

Cc: Patrice Kish, Priscilla Geigis, Tom LaRosa, Paul Jahnige, Sean Casey (DCR)

HADLEY CONSERVATION COMMISSION

100 Middle Street Town Hall Room 206
Hadley MA 01035

December 2, 2020

Purvi Patel
Environmental Analyst, MEPA Office
Executive Office of Energy & Environmental Affairs
100 Cambridge Street, Suite 900
Boston, MA 02114
Sent by email to purvi.patel@mass.gov

Re: ENF for Hadley Route 9 Reconstruction, EEA#16295

Dear Ms. Patel,

The Hadley Conservation Commission submits the following comments on the Environmental Notification Form (ENF) for the Route 9 Reconstruction project in Hadley MA. While the Commission understands the need to improve traffic flow, and pedestrian and bike use and safety, we are also concerned about the amount of wetland alteration which is being proposed under this project.

In the Summary of Impacts-Wetland Resource Area Impacts section (pgs. 5-6), the applicant states that "Proposed permanent impacts are a result of grading and proposed temporary impacts are a result of construction phase site access and the installation of erosion and sedimentation control measures." This statement is basically repeated in each of the sections on the different types and amounts of wetland alteration. The statement in the Bank impacts section adds a little "…roadway widening, shared use path and sidewalk construction, and grading…culvert extensions and grading." It leaves out mention of a large amount of the wetland work, which includes replacement of culverts and also new culverted drainage, new drainage easements, new pipes, re-routing of sections of intermittent and perennial streams, new headwalls, and "stabilizing" banks. Examples of this work and wetland alteration can be seen on sheets #110, 112. 114, 115, 117, 118, 119 & 121.

There are many areas that need more information before such work could be approved by the Conservation Commission. The following are some of those areas.

Land Use and Environmental Comments

Stormwater management. Very little information is provided in the text.

1. What rainfall data was used to determine the stormwater runoff pre and post construction? The DEP is presently working on updates to the wetland regulations as to which rainfall data should be used to make projects as climate resilient as possible. As a public project, DOT should be setting an example to the many commercial properties along Rt. 9, by using the

best available data to provide important climate-resilient storm water management for the near and distant future.

2. How were the new and replacement culverts sizing done? Did they follow the MA stream crossing standards as described in 310 CMR 10:54 (4)(a)6 and 10:56(4)(a)5? The applicant should provide the calculations for the sizing of all culverts on the streams crossing Route 9.
3. There are discrepancies between the different pages as to how many deep sump catch basins will be installed. Page 7 states 55, page 11 states 260.
4. A bioretention basin is proposed in the discussion on standards 6 & 9, but no plans are provided.
5. Standard 9 refers readers to the Appendix A for stormwater Operation & Maintenance, but there was no Appendix A sent with the ENF and plans. It is needed for at least the deep sump catch basins and bioretention basin.
6. What is the plan for maintenance of the shared use paths through the winter? How will they be maintained by DOT? How will DOT ensure that they will not be covered with the snow and ice being plowed off the road?
7. Do these plans meet the MS4 General Permit requirements? Is there a way to use some green infrastructure improvements, rather than more stone, metal and pavement?

<u>Wetland Impacts.</u>

8. How does the proposed work meet the Wetland Protection Act Regulations' performance standards, especially for Riverfront Area, 310 CMR 10:58(4)?
9. Page 6 of the Summary of Impacts on wetlands states that 54% (99,303 sf) of the Riverfront Area within the Project Limits can be considered "Previously Developed/Degraded". The Commission would want to see which areas are being described as Degraded, since that is often misapplied. To be degraded the area must be "impervious surfaces from existing structures or pavement, absence of topsoil, junkyards, or abandoned dumping grounds." (310 CMR 10:58(5)).
10. Work in Previously developed Riverfront Area must conform to the criteria listed in 10:58(5), including at minimum an improvement over existing conditions of the capacity of the riverfront area to protect the interests identified in MGL c. 131 s.40. If the area is previously developed but not degraded, the work must meet the requirements of 10:58 (4), which among other things requires mitigation if there are no practicable and substantially equivalent economic alternatives. Work in degraded Riverfront requires restoration or mitigation.
11. This ENF does not propose any restoration or mitigation for work in 56,320 sf of Riverfront. It should be required, in compliance with the Wetlands Protection Act regulations.
12. There are two perennial unnamed streams which cross Route 9. They both flow south to the Fort River, which is only 0.4 and 0.7 miles downstream of Route 9. The Fort River is in NHESP Estimated and Priority Habitats, and is considered Core Aquatic habitat under Biomap2. What effect will the DOT's dosing of the Route 9 roadway all winter with salt solutions have on the water quality and wildlife habitat of the Fort River? There will be more impervious surface, and more runoff. The area nearest the Fort River is just east of where Mill Valley Rd meets Route 9. There are some 20 new or replacement culverts going in in this area, according to the plans. While these may all have deep sump catch basins, that will not keep the salt from traveling downstream to the Fort River.

Other Considerations.

13. This project area on Route 9 bisects Hadley's Callahan Wells public water supply aquifer zone. What impact might all that salt, in increased amounts, have on the public water supply wells?
14. The ENF states on page 5 that "MassDOT is exempt from all local bylaws". We request the DOT provide a copy of the law or regulation, or a citation to the section of the law or regulation where that is stated.
15. Page 6 of the Summary of Impacts on BVW states that "Portions of the Project and their subsequent impacts are eligible to be treated as limited projects subject to …310 CMR 10:53(3)(f)….1982 square feet…of the proposed BVW impacts are associated with the limited project portions of the work….When the limited project impacts are taken into account, the Project's total permanent impact to BVW is 2,406 square feet. The Project will not require a Variance under the Act." That limited project 10:53(3)f only applies if the project is "maintenance and improvement of existing public roadways, but *limited to widening less than a single lane,* adding shoulders, correcting substandard intersections, and improving inadequate drainage systems." This project does not seem to meet that condition, since it is proposing a new third center lane (13' wide), and at least a 10-foot-wide shared use path & shoulder on both the north and south sides of the road. The limited project status has not been accepted for use with bike path construction. The applicant should be required to separate out the impacts related to work described in 10:53(3)f from the work (third lane, bike or shared use paths) which does not, to determine whether they are still under the threshold of 5,000 sf of BVW alteration, or need to file for a Variance.
16. Some wetland areas along Route 9 have been delineated under earlier Notices of Intent and approved with Orders of Conditions. Applicant should check these earlier delineations against the latest ones used for this work.
17. Sections of the plans showing existing wetlands, proposed alterations of wetlands and bank, new culverts etc. were dense and difficult to read. It would have been helpful to have plans that highlighted the environmental information and differences between the existing and proposed conditions better.

Thank you for the opportunity to comment on this proposed project.

Sincerely,

Paulette L. Kuzdeba
Chair, Hadley Conservation Commission

Janice S. Stone
Staff, Hadley Conservation Commission

December 9, 2020

MAX-2013034 Assign 7

SENT VIA ELECTRONIC MAIL
Ms. Paulette L. Kuzdeba, Chair
Hadley Conservation Commission
Town Hall, Room 206
100 Middle Street
Hadley, MA 01035

SUBJECT: Response to Review Comments on the Environmental Notification Form (ENF) for the Reconstruction of Route 9 in Hadley, Massachusetts, EEA #16295

Dear Ms. Kuzdeba:

On behalf of the Massachusetts Department of Transportation (MassDOT), Greenman-Pedersen, Inc. (GPI) is providing additional information in response to the comment letter from the Hadley Conservation Commission dated December 2, 2020. The applicant understands that the Commission has concerns regarding the proposed work within and adjacent to wetland resource areas and requires additional information prior to approving the work. The applicant will be submitting a detailed Notice of Intent to the Commission that will provide additional information and address the Commission's concerns regarding wetland impacts, compliance with the Wetlands Protection Act Regulations, and stormwater management. This letter is intended to provide an initial response to the Commission's questions / concerns and includes the Commission's original comments, followed by the applicant's response.

Land Use and Environmental Comments

Stormwater Management

Comment 1: *What rainfall data was used to determine the stormwater runoff pre and post construction? The DEP is presently working on updates to the wetland regulations as to which rainfall data should be used to make projects as climate resilient as possible. As a public project, DOT should be setting an example to the many commercial properties along Rt. 9, by using the best available data to provide important climate-resilient storm water management for the near and distant future.*

Response: In order to calculate post-development peak discharge rates during the 2-, 5-, 50-, and 100-year storm events, the applicant conducted a HydroCAD analysis using NOAA ATLAS-14 24-Hour Storm Data for Hampshire County. All pipe sizing was conducted using the design parameters for a 10-year storm, including the applicable rainfall data for the area. MassDOT has proposed upgrades to the existing drainage infrastructure to the extent practicable.

The Reconstruction of Russell Street has been designed in accordance with MassDOT's GreenDOT Policy Directive. The GreenDOT Policy Directive's primary goals are to reduce greenhouse gas emissions; promote healthy transportation options including walking, bicycling, and public transit and; support smart growth development. The project proposes to introduce safe, Americans with Disabilities Act (ADA) / Architectural Access Board (AAB) compliant pedestrian and bicycle accommodations including shared use paths, sidewalks, and shared lane markings. The project will also construct bus shelters and pullouts encouraging the use of public transit throughout the Route 9 corridor. In the existing condition, Route 9 is dominated by large, auto oriented developments and experiences significant delays and queue times. The improvements proposed by this project will reduce travel times within the corridor, introduce multi-modal transportation opportunities, and improve safety throughout the corridor.

As part of the GreenDOT Policy Directive, MassDOT uses a range of recycled materials in pavement including recycled asphalt, recycled tires, and shingles. The GreenDOT Policy Directive also requires all contractors install emission control devices in all off-road vehicles and meet the MassDOT Revised Diesel

Retrofit Specification emission control standards for non-road, diesel powered construction equipment in excess of 50 horsepower.

Comment 2: *How were the new and replacement culverts sizing done? Did they follow the MA stream crossing standards as described in 310 CMR 10:54 (4)(a)6 and 10:56(4)(a)5? The applicant should provide the calculations for the sizing of all culverts on the streams crossing Route 9.*
Response: The project does not propose to construct any new culverts or replace any existing culverts within the project limits. The existing culverts within the project limits will be extended to accommodate the widening necessary for the construction of sidewalks, bicycle lanes, and shared use paths along Route 9. All culverts within the project limits were inspected in spring 2020, are in good condition, and do not require replacement. As the project does not propose any new or replacement stream crossings the work is not required to meet the stream crossing standards as described in 310 CMR 10.54(4)(a)(6 and 10.56(4)(a)5. The applicant will provide a summary of the existing crossings' compliance with the standards in the Notice of Intent.

Comment 3: *There are discrepancies between the different pages as to how many deep sump catch basins will be installed. Page 7 states 55, page 11 states 260.*
Response: Due to an error in compiling the ENF application package, certain portions of the narrative include information from previous drafts and design concepts. This issue has been addressed with the MEPA Office and the correct information has been provided. A summary of the proposed stormwater and drainage infrastructure improvements is provided below.

The project proposes to install an estimated 260 deep sump catch basins in order to capture runoff from within the project limits and allow for the settling of sediments / suspended solids prior to discharge. The project also proposes to clean via sediment removal, repair, and replace as necessary, any non-functioning or damaged stormwater structures and pipes along the Route 9 corridor. As part of this project, two (2) stormwater outfalls will be relocated to provide a setback from the existing wetlands. In the existing condition, stormwater flows from these outfalls are causing erosion and scour. These issues will be resolved through the creation of a setback and the construction of stone pads for velocity dissipation.

Comment 4: *A bioretention basin is proposed in the discussion on standards 6 & 9, but no plans are provided.*
Response: As stated above in the Response to Comment 3, an error in the compiling of the ENF package resulted in the inclusion of information from previous drafts and concepts. Unfortunately, due to site constraints, the construction of a bioretention area was not possible. Factors preventing the installation of additional structural stormwater best management practices include; a lack of available space within the state highway layout (SHLO) of Route 9; the nature / density of the adjacent commercial and residential developments, including properties within the Hadley Center Historic District; the presence of numerous wetland resource areas within and adjacent to the project limits; the potential for contaminated soils and other hazardous materials on sites adjacent to Route 9 and; the topography of the corridor.

Additional information regarding proposed stormwater best management practices will be included in the Stormwater Management Report that is submitted to the Hadley Conservation Commission with the Notice of Intent.

Comment 5: *Standard 9 refers readers to the Appendix A for stormwater Operation & Maintenance, but there was no Appendix A sent with the ENF and plans. It is needed for at least the deep sump catch basins and bioretention basin.*
Response: A full Operation & Maintenance plan will be included in the Stormwater Report that is submitted with the Notice of Intent to the Conservation Commission.

Comment 6: *What is the plan for maintenance of the shared use paths through the winter? How will they be maintained by DOT? How will DOT ensure that they will not be covered with the snow and ice being plowed off the road?*
Response: Ongoing discussions between MassDOT District 2 and the Town of Hadley are being had to determine who will maintain the shared use path during snow and ice events.The proposed shared use paths will be maintained in accordance with MassDOT's Snow & Ice Control Program to ensure safe travel for pedestrians and bicyclists during winter storm events. Please reference the Response to Comment 12 for additional information regarding the Snow and Ice Control Program Annual Report and 2017 Snow & Ice Control Program Environmental Status and Planning Report (ESPR).

Comment 7: *Do these plans meet the MS4 General Permit requirements? Is there a way to use some green infrastructure improvements, rather than more stone, metal and pavement?*
Response: All MassDOT Stormwater infrastructure is constructed and maintained in accordance with the MS4 General Permit requirements. MassDOT complies with EPA's MS4 General Permit on a Programmatic Basis as outlined in the MassDOT Stormwater Management Plan. Therefore, the project will be included in the submission to the EPA exhibiting MassDOT's compliance with the MS4 General Permit.

Furthermore, MassDOT evaluated opportunities for the installation of green infrastructure, including bioretention areas and constructed stormwater wetlands, within the Route 9 corridor. It was determined not feasible to include these elements due to the site constraints included in the Response to Comment 4.

Althought the project does not propose to construct any formal structural stormwater best management practices it will construct grass strips with tree trenches and swales between the shared use paths and Route 9. The shared use paths will be pitched towards the grass strips and swale, allowing for the collection and infiltration of stormwater runoff from the shared use paths. The benefit of this design is that it allows for non-roadway stormwater runoff to be infiltrated rather than directed towards catch basins and piped to existing outfalls.

<u>Wetland Impacts</u>
Comment 8: *How does the proposed work meet the Wetland Protection Act Regulations' performance standards, especially for Riverfront Area, 310 CMR 10:58(4)?*
Response: A summary of the project's compliance with the Wetlands Protection Act Regulations' performance standards, including those for Riverfront Area, will be included with the Notice of Intent project narrative that is submitted to the Conservation Commission.

Comment 9: *Page 6 of the Summary of Impacts on wetlands states that 54% (99,303 sf) of the Riverfront Area within the Project Limits can be considered "Previously Developed/Degraded". The Commission would want to see which areas are being described as Degraded, since that is often misapplied. To be degraded the area must be "impervious surfaces from existing structures or pavement, absence of topsoil, junkyards, or abandoned dumping grounds." (310 CMR 10:58(5)).*
Response: The applicant will provide plans or figures identifying the "Previously Developed / Degraded" Riverfront Areas to the Conservation Commission as part of the Notice of Intent. Generally, these areas were calculated to include the existing roadway infrastructure as well as the driveways, parking lots, and structures along the Route 9 corridor.

Comment 10: *Work in Previously developed Riverfront Area must conform to the criteria listed in 10:58(5), including at minimum an improvement over existing conditions of the capacity of the riverfront area to protect the interests identified in MGL c. 131 s.40. If the area is previously developed but not degraded, the work must meet the requirements of 10:58 (4), which among other things requires mitigation if there are no practicable and substantially equivalent economic alternatives. Work in degraded Riverfront requires restoration or mitigation.*

Response: A summary of the projects proposed work within Riverfront Area, restoration and mitigation efforts, and a full Riverfront Area Alternatives Analysis will be included with the Notice of Intent that is submitted to the Conservation Commission.

Comment 11: *This ENF does not propose any restoration or mitigation for work in 56,320 sf of Riverfront. It should be required, in compliance with the Wetlands Protection Act regulations.*
Response: A summary of the proposed restoration / mitigation efforts undertaken for work within Riverfront Area will be included in the Notice of Intent.

Comment 12: *There are two perennial unnamed streams which cross Route 9. They both flow south to the Fort River, which is only 0.4 and 0.7 miles downstream of Route 9. The Fort River is in NHESP Estimated and Priority Habitats and is considered Core Aquatic habitat under Biomap2. What effect will the DOT's dosing of the Route 9 roadway all winter with salt solutions have on the water quality and wildlife habitat of the Fort River? There will be more impervious surface, and more runoff. The area nearest the Fort River is just east of where Mill Valley Rd meets Route 9. There are some 20 new or replacement culverts going in this area, according to the plans. While these may all have deep sump catch basins, that will not keep the salt from traveling downstream to the Fort River.*
Response: The applicant is aware of the project's location in proximity to the Fort River as well as the downstream areas of NHESP Estimated and Priority Habitats. The project proposes to extend four (4) existing culverts but will not construct or replace any culverts within the project limits. Though the project proposes minor increases in roadway widths, these increases will not necessarily result in the application of additional deicing treatments during winter storm events. MassDOT only applies as much sand and salt as necessary to ensure safe travel conditions on Route 9 and all other roadways under its jurisdiction. Annual street sweeping and catch basin cleanings will help to ensure that, to the extent practicable, additional sand, sediments, and deicing material are not discharged into the wetlands and waterways within and adjacent to the project limits.

Snow and ice are managed in accordance with the Snow and Ice Control Program Annual Report that was prepared and submitted to the Executive Office of Energy and Environmental Affairs in December 2019. This Annual Report was completed following the completion of the 2017 Snow & Ice Control Program Environmental Status and Planning Report (ESPR). The Annual Report provided a summary of the snow and ice management activities undertaken during the 2018/19 winter season and highlighted progress on various 2017 ESPR recommendations including improving employee training, installing friction monitoring devices, constructing a brine manufacturing facility in Deerfield, reducing / eliminating the use of sand in reduced salt zones, evaluating new design and maintenance standards to protect roadway infrastructure from corrosion, and upgrading / replacing salt storage sheds as necessary.

The Annual Report also summarized MassDOT's future snow & ice management goals including the utilization of friction meters to provide more accurate data on road conditions and the need for salt applications, collaborating with the UMass Engineering Department through the Interagency Service Agreement to collect water quality data on salt remediation projects, and identifying opportunities to reduce the use of sand.

<u>Other Considerations</u>
Comment 13: *This project area on Route 9 bisects Hadley's Callahan Wells public water supply aquifer zone. What impact might all that salt, in increased amounts, have on the public water supply wells?*
Response: As stated in the Response to Comment 12, the proposed increase in roadway widths will not result in an increase in the amount of sand and deicing material applied to Route 9. On Route 9 and all other roadways under its jurisdiction MassDOT applies only as much sand and deicing material as necessary to ensure safe travel conditions. MassDOT continues to identify opportunities to reduce its use of sand and salt during winter road maintenance.

Comment 14: *The ENF states on page 5 that "MassDOT is exempt from all local bylaws". We request the DOT provide a copy of the law or regulation, or a citation to the section of the law or regulation where that is stated.*
Response: MassDOT is not required to abide by local bylaws that impede its ability to perform the essential governmental functions of providing an improved, safe and reliable transportation facility. Addressing local bylaws on a case by case basis would be time and cost prohibitive for project development on a program-wide basis. MassDOT has traditionally made every attempt to comply with local bylaws where practicable and economically feasible.

Comment 15: *Page 6 of the Summary of Impacts on BVW states that "Portions of the Project and their subsequent impacts are eligible to be treated as limited projects subject to …310 CMR 10:53(3)(f)….1982 square feet…of the proposed BVW impacts are associated with the limited project portions of the work….When the limited project impacts are taken into account, the Project's total permanent impact to BVW is 2,406 square feet. The Project will not require a Variance under the Act." That limited project 10:53(3)f only applies if the project is "maintenance and improvement of existing public roadways, but limited to widening less than a single lane, adding shoulders, correcting substandard intersections, and improving inadequate drainage systems." This project does not seem to meet that condition, since it is proposing a new third center lane (13' wide), and at least a 10-foot-wide shared use path & shoulder on both the north and south sides of the road. The limited project status has not been accepted for use with bike path construction. The applicant should be required to separate out the impacts related to work described in 10:53(3)f from the work (third lane, bike or shared use paths) which does not, to determine whether they are still under the threshold of 5,000 sf of BVW alteration, or need to file for a Variance.*
Response: Although a third, 13' wide center lane, is being added to the Route 9 traffic lane configuration , it will not be implemented through the entire corridor and the existing roadway width will not be significantly altered. The existing roadway includes one travel lane in each direction with wide shoulders on each side. The project proposes to reduce the existing shoulder widths to accommodate the new 13' center lane, resulting in minor roadway widening throughout the project limits. In some areas, the existing roadway will actually be narrowed slightly. The proposed shared use path on both sides of Route 9 is typically 8' wide with 6.5' grass buffers separating the path from the roadway.

The limited project criteria, including 310 CMR 10.53(3)(d),(f), and (k) will not be applied to the project as whole but only the portions for which they are appropriate (i.e., excluding any impacts that are a result of the construction of the third lane along Route 9). Prior to the submission of the Notice of Intent the applicant will confirm that the proposed impacts to BVW are beneath the 5,000 sf threshold and that the project does not require a Variance.

Comment 16: *Some wetland areas along Route 9 have been delineated under earlier Notices of Intent and approved with Orders of Conditions. Applicant should check these earlier delineations against the latest ones used for this work.*
Response: The applicant will work with the Conservation Commission to ensure that the wetland boundaries established during the wetland delineation for this project are consistent with those approved with pervious Orders of Conditions.

Comment 17: *Sections of the plans showing existing wetlands, proposed alterations of wetlands and bank, new culverts etc. were dense and difficult to read. It would have been helpful to have plans that highlighted the environmental information and differences between the existing and proposed conditions better.*
Response: The applicant will ensure that all Notice of Intent plans depicting alterations of wetlands and other resources areas are clear and legible prior to submitting the Notice of Intent to the Conservation Commission.

We hope that you will find the information included in this letter sufficient to address the comments and questions raised during your review. Should you have any other questions, or require additional information please contact me at (978)570-2989 or scampbell@gpinet.com.

Sincerely,

GREENMAN-PEDERSEN, INC.

Samuel Campbell
Environmental Scientist

cc: Purvi Patel, MEPA Office
Janice Stone, Hadley Conservation Commission
Bryan Cordeiro, MassDOT Environmental Services
Mark Kotowski, MassDOT Environmental Services
John Tamburrini, GPI Project Manager
John Osorio, GPI Director of Highway Engineering

Commonwealth of Massachusetts
Executive Office of Energy & Environmental Affairs

Department of Environmental Protection
Western Regional Office • 436 Dwight Street, Springfield MA 01103 • 413-784-1100

Charles D. Baker
Governor

Karyn E. Polito
Lieutenant Governor

Kathleen A. Theoharides
Secretary

Martin Suuberg
Commissioner

December 1, 2020

Kathleen A. Theoharides, Secretary
Executive Office of Energy & Environmental Affairs
Massachusetts Environmental Policy Act Office
Purvi Patel, EEA No. 16295
100 Cambridge Street, 9th Floor
Boston, MA 02114-2524

Re: Russell Street Reconstruction
Hadley- ENF

Dear Secretary Theoharides,

The Massachusetts Department of Environmental Protection (MassDEP), Western Regional Office (WERO) appreciates the opportunity to comment on the Environmental Notification Form (ENF) submitted for the proposed reconstruction of Russell Street (Route 9) from Middle Street (Route 47) Intersection to North / South Maple Street Intersection Hadley MA (EEA #16295).

The applicable MassDEP regulatory and permitting considerations regarding wetlands, wastewater, air pollution, solid waste, hazardous waste and waste site cleanup are discussed. MassDEP attended a site visit on November 23, 2020.

I. Project Description

The project proponent is MassDOT and construction is expected to begin in the Spring 2021. The project address is Russell Street (Route 9) in Hadley, Massachusetts and is designed to provide improvements for vehicular traffic and accommodations for non-vehicular users including bicycles, pedestrians and bus landing pads (ADA compliant). The road reconstruction project spans a total length

of 3.245 miles of roadway in an area of Hadley that includes commercial retail, residential and agricultural zones. There will be new sidewalks as well as pavement resurfacing, new curbing, and road widening at several locations. Traffic signaling and crosswalks will also be improved. Additional bus stops and bus pull-outs will be added along with bicycle accommodations. Current bus stops will be upgragded to be ADA compliant. Overall safety and functionality of the roadway will be improved. The project also includes repairing, replacing or cleaning drainage structures and pipes as needed. An 8- foot shared-use path on both sides of Rt 9 from east of Middle Street to west of Maple Street will be constructed. There will also be tie-ins to the Norwottuck Rail Trail.

Environmental Impacts associated with this project include:

- Total project size: 37.48 acres - existing
- New acres of impervious area - 4.25
- Square feet of new bordering vegetated wetlands alteration -
- 3,514 sf permanent, 1,738 sf. temporary
- Square feet of new other wetland alteration – Isolated Vegetated Wetland: 271 sf total 251 sf permanent, 20 sf temp.
- Bank: 221 lf permanent, 99 lf temporary
- Land Under Water: 800 sf permanent, 1,221 sf temporary
- Riverfront Area: 56,320 sf total - 27,919 sf permanent, 28,401 sf temporary

II. Required Mass DEP Permits and/or Applicable Regulations

Wetlands
310 CMR 10.00
Water Quality Certificate
314 CMR 9.00
Wastewater
314 CMR 7.00
Air Pollution
310 CMR 7.00
Solid Waste
310 CMR 16.00
Hazardous Waste
310 CMR 30.00
Bureau of Waste Site Cleanup
310 CMR 40.000

III. Permit Discussion

Bureau of Water Resources

Wetlands

In accordance with the Massachusetts Wetlands Protection Act (MAWPA)), MGL Ch. 131, s. 40 and regulations promulgated thereunder, a Notice of Intent for the project must be filed with the local conservation commission(s).

Water Quality Certificate

The MassDEP's Division of Wetlands & Waterways administers the 401-water quality certification program on behalf of the U.S. Army Corps of Engineers. The project, as currently designed, will require a Water Quality Certification due to the proposed discharge of fill material into *Waters of the United States within the Commonwealth* in excess of 5,000 square feet.

Wastewater

A permit through MassDEP's wastewater program is not required. However, MassDEP notes that all sewer system authorities were required to perform Infiltration/Inflow Analyses and Sewer System Evaluation Surveys and are required by 314 CMR 12.04(2) to develop and implement an ongoing plan to control infiltration and inflow (I/I) to the sewer system.

MassDEP recommends that Hadley review its evaluation of the sewer collection system in the project area with respect to serviceability, structural integrity and the presence of Inflow and Infiltration and determine whether any sewer system improvements should be made prior to, or in conjunction with, project construction.

Bureau of Air and Waste

Air Quality

Construction and Demolition Activities

The construction and demolition activity must conform to current Air Pollution Control Regulations. The proponent should implement measures to alleviate dust, noise, and odor nuisance conditions that may occur during the construction and demolition activities. Such measures must comply with the MassDEP's Bureau of Air and Waste (BAW) Regulations 310 CMR 7.01, 7.09, and 7.10.

Construction Equipment

MassDEP recommends that the project proponent participate in the MassDEP Diesel Retrofit Program. All non-road engines shall be operated using only ultra low sulfur diesel (ULSD) with a sulfur content of no greater than 15 ppm pursuant to 40 CFR 80.510.

Solid Waste

The proponent shall properly manage and dispose of all solid waste generated by this proposed project pursuant to 310 CMR 16.00 and 310 CMR 19.000, including the regulations at 310 CMR 19.017 (waste ban). In addition, the proponent shall manage regulated asbestos and asbestos containing waste material as special wastes in accordance with 310 CMR 19.061.

Asphalt, brick and concrete (ABC) generated through crushing and reuse on-site must be handled in accordance with regulation and policy. Otherwise, the proponent would need to obtain a site assignment and facility permit for the crushing activity and a Beneficial Use Determination (BUD) for the reuse of the crushed material. More information regarding the handling of ABC, and a copy of the 30-day notification form may be found at the following website: http://www.mass.gov/eea/agencies/massdep/recycle/reduce/using-or-processing-asphalt pavement-brick-and-concrete-.html.

All remnant material (waste metals, cutoffs, concrete, wires, cable coverings etc.) resulting from the installation shall be collected and removed from the site as Solid Waste for disposal or shall be recycled as appropriate.

Solid and Hazardous Waste Management (Soil Excavation)

If MassDEP determines that either because of the nature of the proposed activity, the amount of the excavated material, and/or the characteristics of the excavated material that the material requires management as a hazardous or solid waste, then the disposition of the material must comply with any applicable requirements pursuant to 310 CMR 30.0000, 310 CMR 16.00 or 310 CMR 19.000. In addition, compliance with, COMM-97-001 *"Reuse and Disposal of Contaminated Soil at Massachusetts Landfills"* and the "*Revised Guidelines for Determining Closure Activities at Inactive Unlined Landfill Sites"*, may be applicable.

Hazardous Waste

Any hazardous wastes exposed during the excavation activities or universal wastes such as mercury containing lamps or mercury thermostats, or lead-based paint from street markings, etc., must be properly managed in accordance with 310 CMR 30.0000.

If any hazardous waste, including waste oil, is generated at any of the sites the proponent must ensure that such generation is properly registered with the Department and managed in accordance with 310 CMR 30.0000.

Bureau of Waste Site Cleanup

Massachusetts Contingency Plan (MCP)

There are several release tracking numbers (RTNs) on or within a 0.5-mile radius of the project area with Response Action Outcomes (RAOs) and/or Permanent Solutions with or without conditions (PS/PSC). If soil and/or groundwater contamination is encountered during reconstruction activities, the proponent should retain a Licensed Site Professional (LSP); the MCP details procedures to follow for the parties conducting work. MassDEP staff are available for guidance.

In addition, a spills contingency plan addressing prevention and management of potential releases of oil and/or hazardous materials from pre- and post-construction activities should be presented to workers at the site and enforced. The plan should include but not be limited to, refueling of machinery, storage of fuels, and potential releases. This plan is of particular importance due to the close proximity of work near the Fort and Connecticut Rivers

IV. Other Comments/Guidance

MassDEP staff is available for discussions as the project progresses. If you have any questions regarding this comment letter, please do not hesitate to contact Kathleen Fournier at (413) 755-2267.

Sincerely,

Michael Gorski
Regional Director

cc: MEPA File

Catalyst for Regional Progress
PVPC
Kimberly H. Robinson, MUP
Executive Director

November 25, 2020

Ms. Kathleen A. Theoharides, Secretary
Executive Office of Energy and Environmental Affairs
100 Cambridge Street, Suite 900
Boston, Massachusetts 02114

Attention: MEPA Unit

Reference: Review Comments on the Environmental Notification Form (ENF) for the Reconstruction of Route 9 in Hadley, Massachusetts, EEA # 16295.

Dear Secretary Theoharides:

The Pioneer Valley Planning Commission (PVPC) has the following review comments on the ENF for the above-cited project. As proposed, the project consists of the reconstruction and widening of Route 9 west of the Middle Street (Route 47) intersection for a total length of 2.41 miles to a point east of the South Maple Street intersection in Hadley, Massachusetts. The Pioneer Valley Metropolitan Planning Organization (MPO) has programmed this project as part of the Federal Fiscal Year 2021 and 2022 Transportation Improvement Program at a total cost of $26,279,372. MassDOT's project brings critical safety improvements to the Route 9 corridor as well as new accommodations for bicycles, pedestrians, public transit, and improved connections to the nearby Norwottuck/MA Central Rail Trail. While PVPC is fully supportive of the project, there are several items relative to the ENF that we would like to note for your consideration.

Land Use and Environmental Comments

Stormwater management information provided in the ENF is not entirely clear. Both page 7 and page 11 indicate that improvements will include the installation of 55 deep sump catch basins. On page 11, however, under Standard 1, Standard 4, and Standard 7, the ENF document also indicates that the project will install 260 deep sump catch basins to treat stormwater runoff (Standard 1) and provide an opportunity for sediments to settle prior to discharge (Standard 4). Standard 6 and Standard 9 also mention that the project proposes construction of a bioretention area to provide treatment prior to discharge. This bioretention area does not seem to appear in any of the plans. We would appreciate clarification on both of these items.

The Route 9 project is located in the Zone II area of the Callahan Wells, the primary source of drinking water for the Town of Hadley. As such, it is important to ensure that snow and ice management practices for the

roadway do not in any way impact this supply. Annual water quality reports indicate that sodium levels seem to be trending to an increase, from 8.5 ppm in 2011 to 12.1 ppm in 2019 (still below the MassDEP guideline of 20 mg/l or ppm). Careful attention to road salting practices will also be important to ensure that stormflows do not degrade the biological integrity of the Fort River. The Fort River is highly valued for the endangered and rare species it supports and is a priority focus area for the Silvio O. Conte National Fish and Wildlife Refuge.

Climate change considerations for the project are not apparent. Specifically, we would like to request more information on which rainfall data set was used to calculate flows and size infrastructure for the project. Page 7 of the ENF mentions the replacement of an existing outfall pipe that will be upgraded from 12-inch to 18-inch, but it is not clear what considerations factored into this upgrade. While important best practices relative to climate change are not yet encoded in local or state regulations, the Resilient MA initiative includes an objective of incorporating climate change projections into siting and design of all new transportation infrastructure and significant retrofits and repairs.

Historic Preservation Comments

The proposed project area falls within the *Hadley Center Historic District*, listed on the National Register in 1994, and includes the demolition of the *Benben Gulf Service Station* 184 Russell Street (built ca. 1949, MHC#HAD.748). This particular property was constructed and in use outside of the identified period of significance noted in the National Register nomination (1659-1935), is not architecturally significant, and has also lost signage and other key elements of exterior built integrity related to its mid-20th century use. It is located near the outskirts of the current district boundaries and is in proximity to other late 20th and early 21st century infill development. The removal of this building will not adversely impact the integrity of the rest of the district.

Thank you for the opportunity to offer our comments on this proposed project.

Sincerely,

Kimberly H. Robinson, MUP
Executive Director

cc: W. Dwyer, PVPC Commissioner – Hadley
M. Dunn, PVPC Alternate – Hadley
M. Reardon, MassDOT