Revised Environmental Assessment
Woodburn Interchange and Transit Facility
Woodburn, Oregon

Cultural/Historic Resources Technical Report

Prepared for:
Federal Highway Administration
and
Oregon Department of Transportation

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Technical Report Authors, Experience, and Education

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<tr>
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<th>Education / Experience</th>
<th>Project Role</th>
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</thead>
<tbody>
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Glossary, Terms, and Acronyms

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<td>Area of Potential Impact</td>
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Introduction

The purpose of this cultural/historic resources technical memorandum is to discuss and disclose any potential environmental effects that may result from the proposed improvements to the Woodburn Interchange and Transit Facility. The project has been previously evaluated under the National Environmental Policy Act (NEPA) and documented in a 2005 Environmental Assessment (EA) and again in 2006 in a Revised Environmental Assessment (REA). Additionally, changes have occurred in the affected environment and to regulations and policies relevant to the proposed project. This evaluation documents changes to the project design, affected environment, and relevant regulations and policies and any potential cultural / historic resources related environmental effects as a result of those changes.

Project Background

The Woodburn Interchange is located on Interstate 5 (I-5) at milepost (MP) 271.85 in Marion County, Oregon, see Figure 1. The overcrossing roadway is Oregon Highway 214 (OR 214) east of the interchange and Oregon Highway 219 (OR 219) west of the interchange. The proposed project consists of reconstruction of the northbound and southbound highway ramps and widening of the overcrossing, as well as related improvements along the OR 214 and OR 219 approaches to accommodate the reconfigured interchange. The project also includes construction of a public transit center at the northwest corner of OR 214 and Evergreen Road.

The 2006 REA analysis of the Recommended Interchange Alternative did not comprehensively address the development of the public transit facility, which is identified in the Woodburn Interchange Area Management Plan (IAMP) as a component of the improvements supporting the function of the reconstructed interchange. Due to this omission, it is necessary to incorporate the potential effects of the transit facility into a Re-evaluation of the 2005 EA and 2006 REA. The Re-evaluation will update technical studies and findings, as needed, to address the transit facility and analyze the completeness of the preceding environmental reports in terms of the latest available information on the interchange design and refinements, changes in the affected environment, regulatory changes, and NEPA compliance. The Re-evaluation and supporting technical reports will not be stand-alone documents, but rather supplement the previous environmental documentation.

The interchange is the only I-5 connection (Exit 271) within the City of Woodburn and also provides access to northern Marion County. Woodburn has grown to a population of 24,080 in 2010, a 20% increase from its 2000 population. In the same time period, Marion County’s population increased by 10.7% to 315,335 people. Average Annual Daily Traffic on I-5, taken from an ODOT traffic counter 0.3 miles south of the Woodburn Interchange, was 81,900 vehicles in 2009 (41,190 vehicles southbound and 40,710 vehicles northbound). At the interchange, average daily traffic (ADT) volumes on the ramps ranged from 6,620 ADT (northbound off-ramp) to 7,810...
ADT (northbound on-ramp) in 2009. Total volume of all four ramps was 28,830 vehicles. The ramp volumes show a substantial increase (89.2%) in traffic over previous years—in comparison, total ramp traffic volume in 2001 was 15,240 vehicles.

The Woodburn Interchange Project ((Key No. 15739 (OR 214 @ Evergreen Rd. Transit Facility); Key No. 12518 (I-5 @ OR 219/214)) is intended to address existing operational and safety deficiencies that are anticipated to worsen with continued growth in Woodburn and the Willamette Valley as a whole. Safety deficiencies are characterized by high crash rates at six intersections and inadequate queuing storage at the southbound off-ramp, leading to traffic queues that occasionally back on to the shoulder of southbound I-5. Road grades that exceed acceptable standards are present on the eastbound and westbound approaches to the overcrossing bridge, resulting in poor sight-distance for drivers and creating delay. To help alleviate these issues and enhance overall function of the interchange area, geometric and capacity improvements to the road network are proposed as well as enhancements to pedestrian/bicycling facilities and multi-modal connectivity.

Figure 1. Project Vicinity Map
As noted earlier in this report, considerable time has been spent studying potential effects of the proposed interchange improvements on transportation conditions and the surrounding environment. An Environmental Assessment was completed in 2005. In 2006, the Recommended Interchange Alternative was evaluated in a Revised Environmental Assessment, which updated the 2005 EA, as needed, based on acceptance of the preferred alignment alternative. Following review of these environmental documents, a Finding of No Significant Impact (FONSI) was signed by the Federal Highway Administration in December 2006.

The Final Interchange Area Management Plan (IAMP) for the Woodburn Interchange, published June 2006 and adopted by the Oregon Transportation Commission (OTC), documents interchange management measures agreed to by the City and ODOT. It summarizes information on the Woodburn Interchange Project's background, purpose and need, relevant plans and policies, land use and environmental issues, transportation conditions and deficiencies, alternatives development and analysis, plan recommendations, public involvement, and implementation strategies.

Project Description

The Recommended Interchange Alternative is a hybrid of the “widen north” and “widen equal” alternatives (developed and evaluated in the 2005 EA) that would reconstruct the interchange at the junction of I-5 and OR 214 and OR 219 to a partial cloverleaf-A (loop ramps in advance of the overcrossing structure of I-5) and widen OR 214 and OR 219 equally or northerly of the existing centerline, depending on the segment. The Recommended Interchange Alternative widens the overcrossing structure to the north. The design alignment along existing OR 214 east of the Woodburn Interchange is addressed using the following principles:

- Public support for widening north of the existing centerline west of Evergreen Road.
- Shift the alignment towards an equal widening on both sides of the existing centerline, as is practical and feasible, between Evergreen Road and Cascade Drive.
- Between Evergreen Road and Cascade Drive, particular attention should be given to minimizing impacts, as is practical and feasible, to the property currently occupied by Kentucky Fried Chicken and to the Senior Estates properties adjacent to Oregon 214.
- East of Cascade Drive, particular attention should be given to providing as much space as is practical and feasible between the medical offices at the southeast corner of Oregon 214 and Cascade Drive and the back of the sidewalk running along the south side of Oregon 214.
The Recommended Interchange Alternative includes new 6-foot sidewalks with an additional 6-foot wide landscaped buffer between the sidewalk and the curb. A bicycle lane is provided in each direction along OR 214 and OR 219. A raised median is added and modifications to access for city streets would be made at Oregon Way, Evergreen Road, and Lawson Avenue. Further, the project alternative provides dedicated turning lanes onto local streets at key intersections with OR 214 along with local street improvements along Old Arney Road (MP 36.63), Lawson Avenue (MP 36.95), Evergreen Road (MP 37.02), Oregon Way/Country Club Road (MP 37.14), and Cascade Drive (MP 37.27).

As a potential add-on, an Access Option is included that would acquire an additional 60-foot wide strip of right-of-way (ROW) and a 50-foot wide strip of easement. The 60-foot ROW purchase would be acquired south of OR 214, extending west from Lawson Avenue. The 50-foot public road easement would be acquired south of OR 214, extending east from Evergreen Road to the Dairy Queen property. These options will be addressed in conjunction with ROW negotiations.

To support multi-modal use, the project includes a new transit park and ride facility in the northeast quadrant of the interchange at the intersection of OR 214 and Evergreen Road, and an extension of Evergreen Road north of OR 214 to Country Club Court. The transit site, located north of OR 214 and between the extended Evergreen Road and I-5 northbound on-ramp, will facilitate alternative mode (bus) travel at the interchange. The Evergreen Road extension will provide alternative access to adjacent properties during and after construction.

Per discussion with ODOT staff, it is anticipated that construction staging areas will be located within the project footprint.

**Purpose**

The purpose of the Woodburn Interchange Project is to improve the traffic flow and safety conditions of the existing Woodburn/I-5 interchange.

**Need**

The exiting Woodburn/I-5 interchange does not meet current design and operational standards, which causes traffic to move at slower speeds and increases congestion. Future growth in the interchange area will increase congestion problems, increase the difficulty to access adjacent businesses, and increase the risk of safety to drivers, bicyclists, and pedestrians.
Affected Environment

Relevant Policies and Regulations

No changes in regulations have occurred that would affect the identification and treatment of cultural/historic resources previously identified within the Area of Potential Impact (API).

Affected Environment

Project Design Changes

No eligible cultural/historic resources were previously identified in the API that would have been affected by changes in the project design.

Area of Potential Impact

The majority of the current API was previously covered in a survey of the Woodburn I-5 interchange vicinity conducted by CH2M Hill in 2003 (Ballantyne 2004) and a survey of the proposed transit park and ride facility/Evergreen extension conducted by Heritage Research Associates, Inc. in 2009 (Carlisle and Tochihara 2009).

However, there were small sections of the revised API that were outside of the boundaries of the previous API for cultural/historic resources (see Figure 2). In addition, the entire project area needed to be reassessed for resources that now fall under the historic period of 45 years and older as some resources had not reached this age when the previous surveys took place and so had not yet been inventoried. To supplement the previous studies, a windshield survey of the API to identify resources currently 45 years and older was completed. A supplementary review of the Oregon State Historic Preservation Office (SHPO) database and the National Register database for listed properties was also completed to identify previously documented historic resources in the API, but no recorded eligible properties were identified.

Tama Tochihara of Heritage Research Associates completed a field survey of the project area on July 24, 2011 to identify any properties that were 45 years of age and older and their eligibility for the National Register of Historic Places was evaluated. The results of the on-site survey are delineated in Table 1 (Historic Resource Analysis).

The reconnaissance-level survey revealed the presence of three clusters of relatively recent residential developments within and adjacent to the API. Portions of two of these developments are 45 years and older.

The project area has been heavily developed and most of the construction is recent. However, there are housing developments and neighborhood complexes that border the project area that were
constructed between 1961 and 1972. On the east end of the project area, just north of Oregon Highway 214, is a large senior housing community, “Woodburn Senior Estates”. Most of the residences in this planned community were constructed in the early to late 1960s, and many have been remodeled in the 1990s. A similar housing community is present on the west side of the project area, north of Oregon Highway 219 where most of the houses were constructed from 1969 to 1972. The houses in the API along Oregon Way were built in the late 1960s.

However, none of the resources in the housing developments are eligible for the National Register of Historic Places due to insufficient age (less than the 50-year benchmark for National Register eligibility) and/or alterations. In all, there are no historic resources that appear to be eligible for the National Register of Historic Places within or adjacent to the API.

Table 1: Historic Resource Analysis

<table>
<thead>
<tr>
<th>Map ID</th>
<th>Property Name/Address</th>
<th>Map/Tax Lot</th>
<th>Construction Date/Resource Type</th>
<th>National Register Status</th>
<th>Photograph of Resource</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Woodland Senior Estates 1400-2036 Rainier</td>
<td>T5S R2W Section 12 Tax Lots #s various</td>
<td>1961-1967 Ranch Style Houses, side gable with composite shingles, replacement vinyl windows, horizontal siding, attached garage</td>
<td>Not eligible due to alterations; majority of units are not eligible due to insufficient age</td>
<td>![Image of Resource 1]</td>
</tr>
<tr>
<td>2</td>
<td>781-994 Oregon Way</td>
<td>T5S R2W Section 12 Tax Lot #s various</td>
<td>1966-1973 Ranch Style Houses, side gable with composite shingles, replacement vinyl windows, horizontal siding, attached garage</td>
<td>Not eligible due to insufficient age and alterations</td>
<td>![Image of Resource 2]</td>
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</table>
Environmental Consequences

Potential Impacts

No cultural/historic resources have been identified that would be impacted as a result of changes to the overall affected environment since publication of the 2005 EA and 2006 REA. In addition, no other potentially eligible cultural/historic resources were identified within a supplementary survey of the APE. No cultural/historic resources located within or adjacent to the API appear to be eligible for the National Register of Historic Places.

Possible Mitigation

No mitigation measures are warranted given the absence of identified cultural/historic resources within the API.

Conclusion

No cultural/historic resources meeting National Register eligibility requirements were identified within the API. No further action is recommended.
Table 2: Woodburn Interchange and Transit Facility Summary of Potential Impacts, Benefits and Mitigation Measures

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<tr>
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<tbody>
<tr>
<td>Cultural/Historic Resources</td>
<td>None (API contains no eligible cultural/historic resources).</td>
<td>None (API contains no eligible cultural/historic resources).</td>
<td>None (API contains no eligible cultural/historic resources).</td>
</tr>
</tbody>
</table>
References

Ballantyne, Raena

Carlisle, Kendra
*Cultural/Archaeological Resources Review Memorandum for the Woodburn Interchange (Key No. 12518)/Transit Facility (Key No. 15739) Project.* Prepared by Heritage Research Associates, Inc. for OTAK. May 2011.

Carlisle, Kendra and Tama Tochihara
*OR 214 at Evergreen Road Transit Facility Project (Key No. 15739).* PA Memo prepared by Heritage Research Associates, Inc. for OTAK. 2009.

Tochihara, Tama
Figure 2. Map showing recent and older survey coverage of the Woodburn Interchange/Transit Facility API (air photo taken June 23, 2009).