

Regulatory Division (1145) CEPOA-RD Post Office Box 6898 JBER, Alaska 99506-0898

# Public Notice of Application for Permit

PUBLIC NOTICE DATE:

May 6, 2019

**EXPIRATION DATE:** 

June 5, 2019

REFERENCE NUMBER:

POA-2013-00448

**WATERWAY:** 

**Turnagain Arm** 

Interested parties are hereby notified that a Department of the Army permit application has been received for work in waters of the United States (WOTUS) as described below and shown on the enclosed project drawings.

All comments regarding this Public Notice should be sent to the address noted above. If you desire to submit your comments by email, you should send it to the Project Manager's email as listed below or to regpagemaster@usace.army.mil. All comments should include the Public Notice reference number listed above.

All comments should reach this office no later than the expiration date of this Public Notice to become part of the record and be considered in the decision. Please contact Jason Berkner at (907) 753-5778, toll free from within Alaska at (800) 478-2712, by fax at (907) 753-5567, or by email at Jason.R.Berkner@usace.army.mil if further information is desired concerning this notice.

<u>APPLICANT</u>: State of Alaska Department of Transportation and Public Facilities (DOT&PF), 4111 Aviation Drive, Anchorage, Alaska 99519-6900.

PROJECT NAME: Seward HWY MP 75-90 Road and Bridge Rehabilitation Project, Phase II.

BACKGROUND INFORMATION: The Seward Highway Mile Point (MP) 75-90 Road and Bridge Rehabilitation Project has been divided into two phases. In 2017, the United States Army Corps of Engineers issued a Department of the Army permit to the DOT&PF for Phase I of the project. Phase I addresses MP 75 to 77.7 and MP 81 to 90, and construction is currently underway. If authorized, Phase II would begin in 2020 and address the remaining portion of highway between MP 77.7 to 81.

<u>LOCATION</u>: Phase II extends from MP 77.7 to MP 81 of the Seward Highway and is located entirely within the Municipality of Anchorage (MOA), Alaska. It is located on the Seward D-4 U.S. Geological Survey quadrangle and encompasses portions of:

- Sections 5 and 6, Township 8N, Range 3E;
- Sections 31 and 32, Township 9N, Range 3E; and
- Section 32, Township 9N, Range 2E.

WOTUS within the Phase II project area include the Placer River Overflow, Placer River, Portage Creek #1, Portage Creek #2, Twenty-mile River, and several wetland areas, ponds, and unnamed streams that ultimately drain into the Turnagain Arm.

<u>SPECIAL AREA DESIGNATION</u>: The Seward Highway is recognized as an All-American Road and a National Scenic Byway, an Alaska State Scenic Byway, and as a National Forest Byway.

<u>PURPOSE</u>: As with Phase I, this phase would rehabilitate a segment of the Seward Highway to address safety, roadway deficiency and congestion issues.

PROPOSED WORK: The applicant proposes to fill 23.46 acres of WOTUS (which includes 1.29 acres below mean high water (MHW) of Turnagain Arm) at 68 distinct locations. Table 1 provides a summary of the proposed WOTUS impacts wetland/water type. These permanent and unavoidable fill impacts to WOTUS would occur in conjunction with roadway improvements (including bridge and roadway scour protection), parking areas, recreation access, and driveway improvements.

Table 1. Summary of Permanent Fill Impacts to Waters of the U.S.

		Impacts to Waters of the U.S. (acres)			
Wetland/Water Type	Total Mapped (acres)	Above HTL (Sec. 404)	Between HTL and MHW (Sec. 404)	Below MHW (Sec. 10)	Total
Estuarine Emergent	41.54		9.91		9.91
Estuarine Ghost Forest	5.26		0.41		0.41
Estuarine Pond					
Estuarine Scrub-Shrub	65.65		10.91		10.91
Estuarine Shorelines and Waters	32.49		0.30	1.29	1.58
Palustrine Aquatic Bed					
Palustrine Emergent	7.28	0.20			0.20
Palustrine Scrub-Shrub	10.14	0.14			0.14
Estuarine Stream	0.07		0.02		0.02
Estuarine Pond	3.98	-	0.28		0.28
Grand Total	169.76	0.35	21.82	1.29	23.46

In addition, fill material would be temporarily discharged into approximately 0.90-acre of WOTUS for additional work space. Where temporary fill is utilized, the applicant would ensure the fill material is placed on geotextile or other suitable materials of sufficient thickness to facilitate removal of the fill when no longer needed.

Fill material would be composed of clean gravels, which would be protected along the exposed side slopes with smaller filter rock material and larger armor rock riprap. Placement of fill in intertidal or anadromous waterways would take place at low tide to reduce sedimentation and erosion to the extent practicable. Equipment staging areas would be located in existing upland areas adjacent to the proposed project area.

These proposed unavoidable fill impacts to WOTUS would occur in conjunction completion of the following work:

- Widen and resurface the highway with asphalt and reconstruct sub-base where necessary between MP 77.5 and 81.
- Construct an auxiliary northbound passing lane between the Portage Glacier Road intersection (MP 78.8) and the Twenty-mile River Bridge (MP 80.3).
- Realign the horizontal curvature by reconfiguring the Portage Glacier Road and Seward Highway intersection, installing turn lanes, and installing culverts to maintain surface drainage conditions.
- Install turn lanes at the Alaska Wildlife Conservation Center (AWCC) driveway.
- Expand the Placer River parking area to include parking for at least 90 vehicles and accommodate connection to the new AWCC driveway.
- Replace five bridges: Construct new bridges and remove the existing bridges across the Placer River Overflow, Placer River, Portage Creek #1, Portage Creek #2, and Twenty-mile River. Realign a portion of small tributary channel near the proposed Placer River replacement bridge.

The proposed work is depicted on the enclosed figures (sheets 1-10), dated January 07, 2019.

<u>ADDITIONAL INFORMATION</u>: Additional permits that may be required include, but are not limited to, U.S. Coast Guard Permits for bridges across navigable waters, U.S. Forest Services' (USFS) Special Use Permit for staging areas located within USFS lands, the Municipality of Anchorage noise permit and the Alaska Department of Environmental Conservation (ADEC), Alaska Pollution Discharge Elimination System (APDES), General Permit for Discharges from Large and Small Construction Activities (Construction General Permit).

<u>APPLICANT PROPOSED MITIGATION</u>: Refer to the enclosed Mitigation Statements document (Phase 2 – January 2019) for the Applicant's proposed mitigation measures to avoid, minimize, and compensate for impacts to waters of the United States from activities involving discharges of dredged or fill material.

<u>WATER QUALITY CERTIFICATION</u>: A permit for the described work will not be issued until a certification or waiver of certification, as required under Section 401 of the Clean Water Act (Public Law 95-217), has been received from the ADEC.

CULTURAL RESOURCES: The DOT&PF has assumed the responsibilities of the Federal Highway Administration (FWHA) under 23 U.S.C. 327. The lead Federal agency, FHWA, is responsible for compliance with the requirements of Section 106 of the National Historic Preservation Act. The State Historic Preservation Offices (SHPO) concurred with the finding of no adverse effect to historic properties for the Proposed Action of the Seward Highway 75-90 Project in a letter dated March 10, 2015 (3130-1R/2015-00308). Following further design changes and modifications, the SHPO concurred with additional findings of no adverse effect to historic properties in subsequent letters.

<u>ENDANGERED SPECIES</u>: The project area is within the known or historic range of the Cook Inlet Distinct Population Segment of beluga whales (CIBW).

The DOT&PF, as FHWA's agent, transmitted a Biological Assessment to National Marine Fisheries Service (NMFS) seeking concurrence and conclusion of the informal consultation process under Section 7 of the ESA. NMFS completed informal consultation and responded to FHWA in a letter dated September 18, 2015, and another dated November 11, 2017, with their concurrence that the project is not likely to adversely affect CIBW or adversely modify their critical habitat.

ESSENTIAL FISH HABITAT: The Magnuson-Stevens Fishery Conservation and Management Act, as amended by the Sustainable Fisheries Act of 1996, requires all Federal agencies to consult with the NMFS on all actions, or proposed actions, permitted, funded, or undertaken by the agency, that may adversely affect Essential Fish Habitat (EFH). The project area is within the known range of the Chinook (*Oncorhynchus tshawytscha*), chum (*O. keta*), coho (*O. kisutch*), sockeye (*O. nerka*), and pink (*O. gorbuscha*) salmon.

DOT&PF has prepared an EFH Assessment for the Project. NMFS concurred with DOT&PF's determination that the Proposed Action will have no adverse effect to EFH in a letter dated August 6, 2015.

TRIBAL CONSULTATION: The Alaska District fully supports tribal self-governance and government-to-government relations between Federally recognized Tribes and the Federal government. Tribes with protected rights or resources that could be significantly affected by a proposed Federal action (e.g., a permit decision) have the right to consult with the Alaska District on a government-to-government basis. Views of each Tribe regarding protected rights and resources will be accorded due consideration in this process. This Public Notice serves as notification to the Tribes within the area potentially affected by the proposed work and invites their participation in the Federal decision-making process regarding the protected Tribal right or resource. Consultation may be initiated by the affected Tribe upon written request to the District Commander during the public comment period.

<u>PUBLIC HEARING</u>: Any person may request, in writing, within the comment period specified in this notice, that a public hearing be held to consider this application. Requests for public hearings shall state, with particularity, reasons for holding a public hearing.

<u>EVALUATION</u>: The decision whether to issue a permit will be based on an evaluation of the probable impacts, including cumulative impacts of the proposed activity and its intended use on the public interest. Evaluation of the probable impacts, which the proposed activity may have on the public interest, requires a careful weighing of all the factors that become relevant

in each particular case. The benefits, which reasonably may be expected to accrue from the proposal, must be balanced against its reasonably foreseeable detriments. The outcome of the general balancing process would determine whether to authorize a proposal, and if so, the conditions under which it will be allowed to occur. The decision should reflect the national concern for both protection and utilization of important resources. All factors, which may be relevant to the proposal, must be considered including the cumulative effects thereof. Among those are conservation, economics, aesthetics, general environmental concerns, wetlands, cultural values, fish and wildlife values, flood hazards, floodplain values, land use, navigation, shore erosion and accretion, recreation, water supply and conservation, water quality, energy needs, safety, food and fiber production, mineral needs, considerations of property ownership, and, in general, the needs and welfare of the people. For activities involving 404 discharges, a permit will be denied if the discharge that would be authorized by such permit would not comply with the Environmental Protection Agency's 404(b)(I) guidelines. Subject to the preceding sentence and any other applicable guidelines or criteria (see Sections 320.2 and 320.3), a permit will be granted unless the District Commander determines that it would be contrary to the public interest.

The Corps of Engineers is soliciting comments from the public; Federal, State, and local agencies and officials; Indian Tribes; and other interested parties in order to consider and evaluate the impacts of this proposed activity. Any comments received will be considered by the Corps of Engineers to determine whether to issue, modify, condition or deny a permit for this proposal. To make this decision, comments are used to assess impacts on endangered species, historic properties, water quality, general environmental effects, and the other public interest factors listed above. Comments are used in the preparation of an Environmental Assessment and/or an Environmental Impact Statement pursuant to the National Environmental Policy Act. Comments are also used to determine the need for a public hearing and to determine the overall public interest of the proposed activity.

<u>AUTHORITY</u>: This permit will be issued or denied under the following authorities:

- (X) Perform work in or affecting navigable waters of the United States Section 10 Rivers and Harbors Act 1899 (33 U.S.C. 403).
- (X) Discharge dredged or fill material into waters of the United States Section 404 Clean Water Act (33 U.S.C. 1344). Therefore, our public interest review will consider the guidelines set forth under Section 404(b) of the Clean Water Act (40 CFR 230).

Project drawings and a Notice of Application for State Water Quality Certification are enclosed with this Public Notice.

District Commander U.S. Army, Corps of Engineers

**Enclosures** 

# STATE OF ALASKA

DEPT. OF ENVIRONMENTAL CONSERVATION DIVISION OF WATER

Wastewater Discharge Authorization Program (WDAP) / 401 Certification

DEPARTMENT OF ENVIRONMENTAL CONSERVATION WDAP/401 CERTIFICATION 555 CORDOVA STREET ANCHORAGE, ALASKA 99501-2617

PHONE: (907) 269-6285 | EMAIL: dec-401cert@alaska.gov

# NOTICE OF APPLICATION FOR STATE WATER QUALITY CERTIFICATION

Any applicant for a federal license or permit to conduct an activity that might result in a discharge into navigable waters, in accordance with Section 401 of the Clean Water Act of 1977 (PL95-217), also must apply for and obtain certification from the Alaska Department of Environmental Conservation that the discharge will comply with the Clean Water Act, the Alaska Water Quality Standards, and other applicable State laws. By agreement between the U.S. Army Corps of Engineers and the Department of Environmental Conservation, application for a Department of the Army permit to discharge dredged or fill material into navigable waters under Section 404 of the Clean Water Act also may serve as application for State Water Quality Certification.

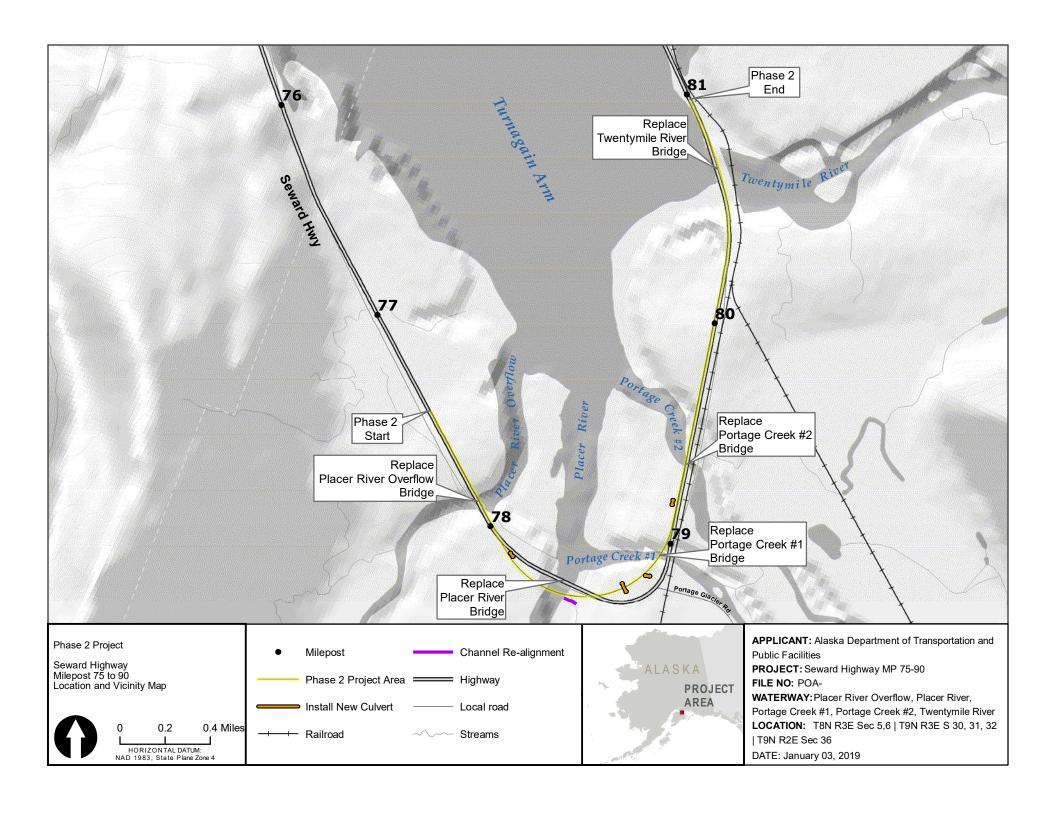
Notice is hereby given that the application for a Department of the Army Permit described in the Corps of Engineers' Public Notice (PN) Reference Number **POA-2013-00448** (**Phase II**), <u>Turnagain Arm</u>, serves as application for State Water Quality Certification from the Department of Environmental Conservation.

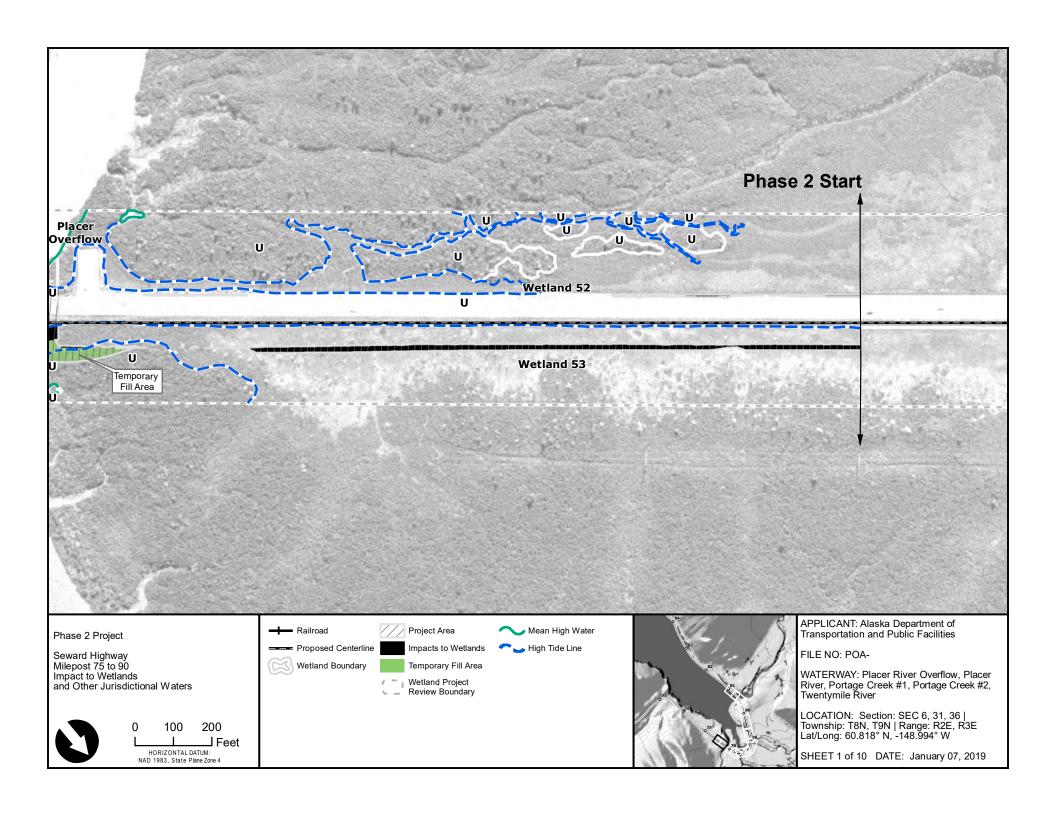
After reviewing the application, the Department may certify there is reasonable assurance the activity, and any discharge that might result, will comply with the Clean Water Act, the Alaska Water Quality Standards, and other applicable State laws. The Department also may deny or waive certification.

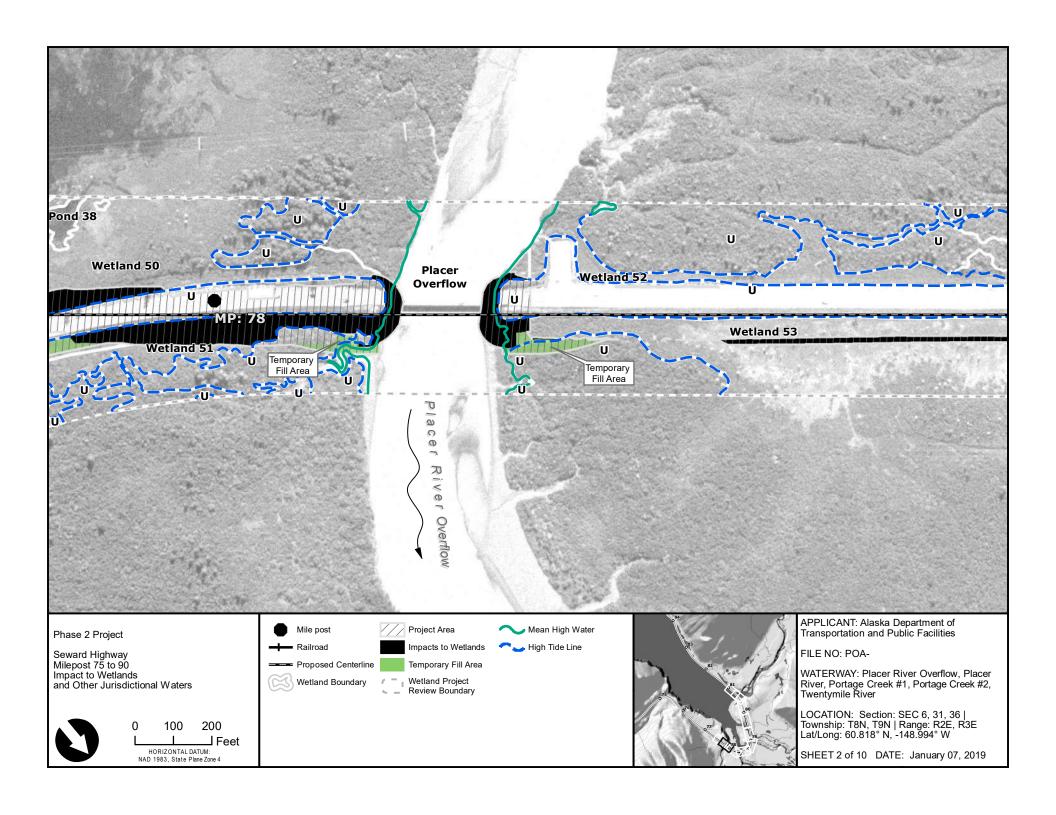
Any person desiring to comment on the project with respect to Water Quality Certification, may submit written comments to the address above or via email to <a href="dec-401cert@alaska.gov">dec-401cert@alaska.gov</a> by the expiration date of the Corps of Engineer's Public Notice. All comments should include the PN reference number listed above. Mailed comments must be postmarked on or before the expiration date of the public notice.

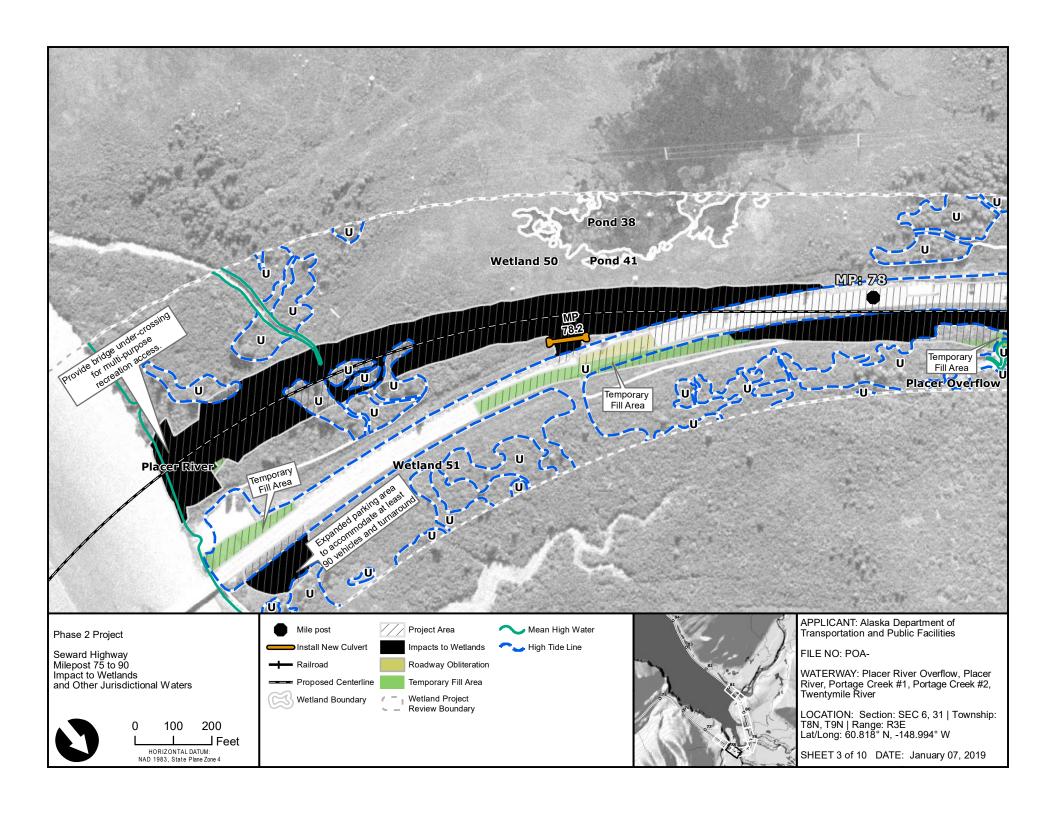
# Disability Reasonable Accommodation Notice

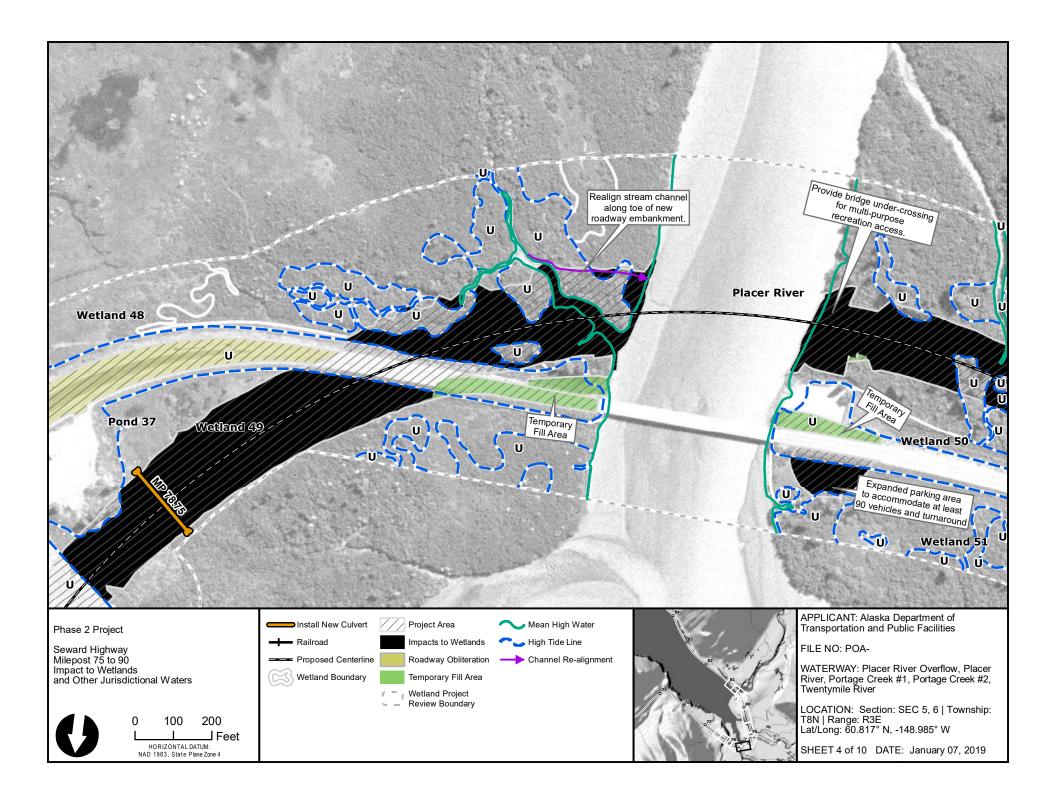
The State of Alaska, Department of Environmental Conservation complies with Title II of the Americans with Disabilities Act of 1990. If you are a person with a disability who may need special accommodation in order to participate in this public process, please contact Theresa Zimmerman at 907-465-6171 or TDD Relay Service 1-800-770-8973/TTY or dial 711 within 5 days of the expiration date of this public notice to ensure that any necessary accommodations can be provided.

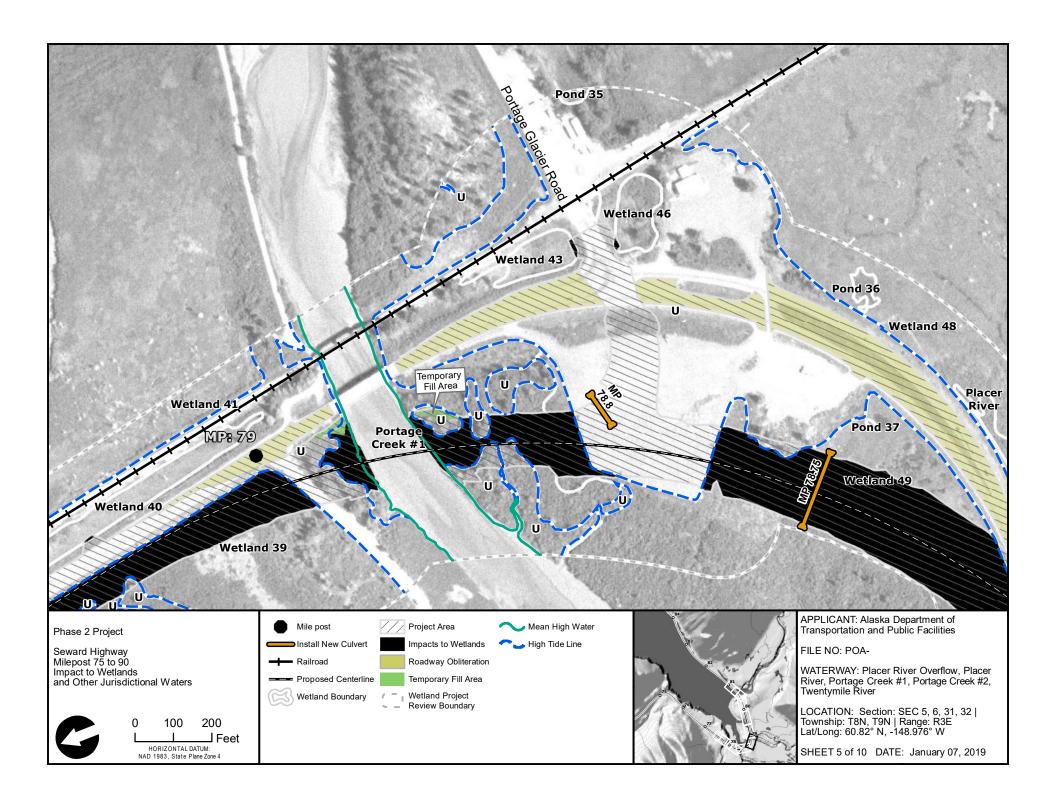


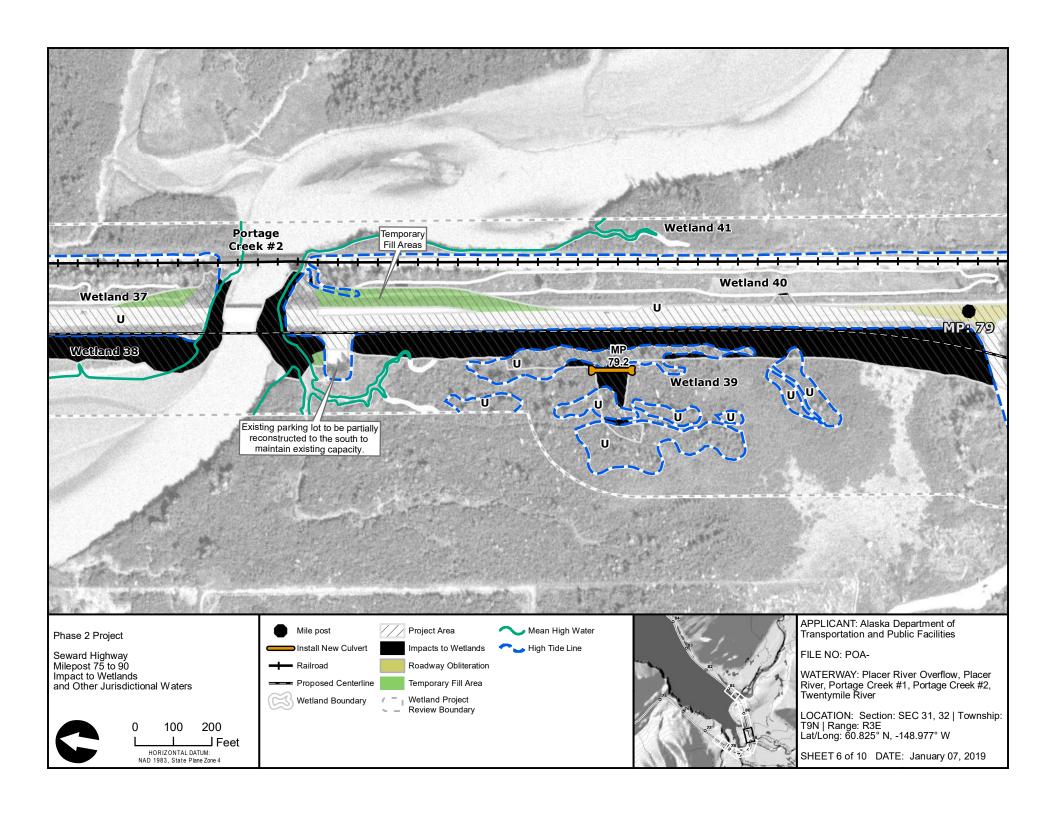


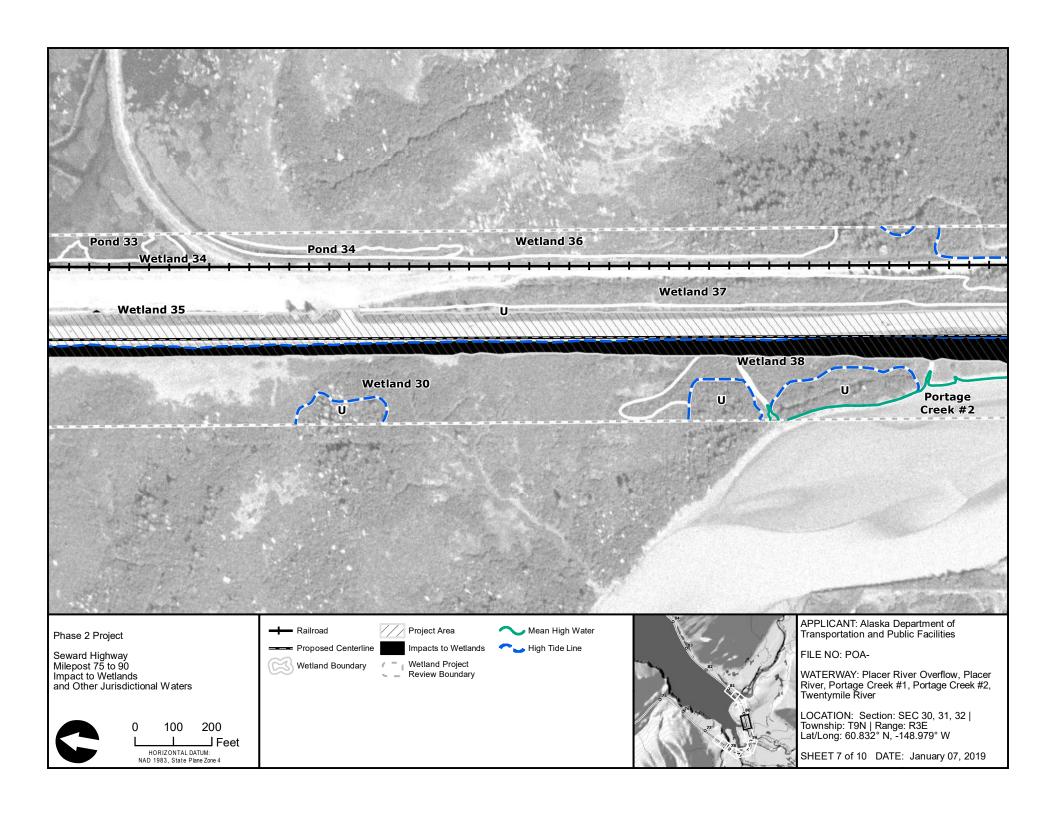


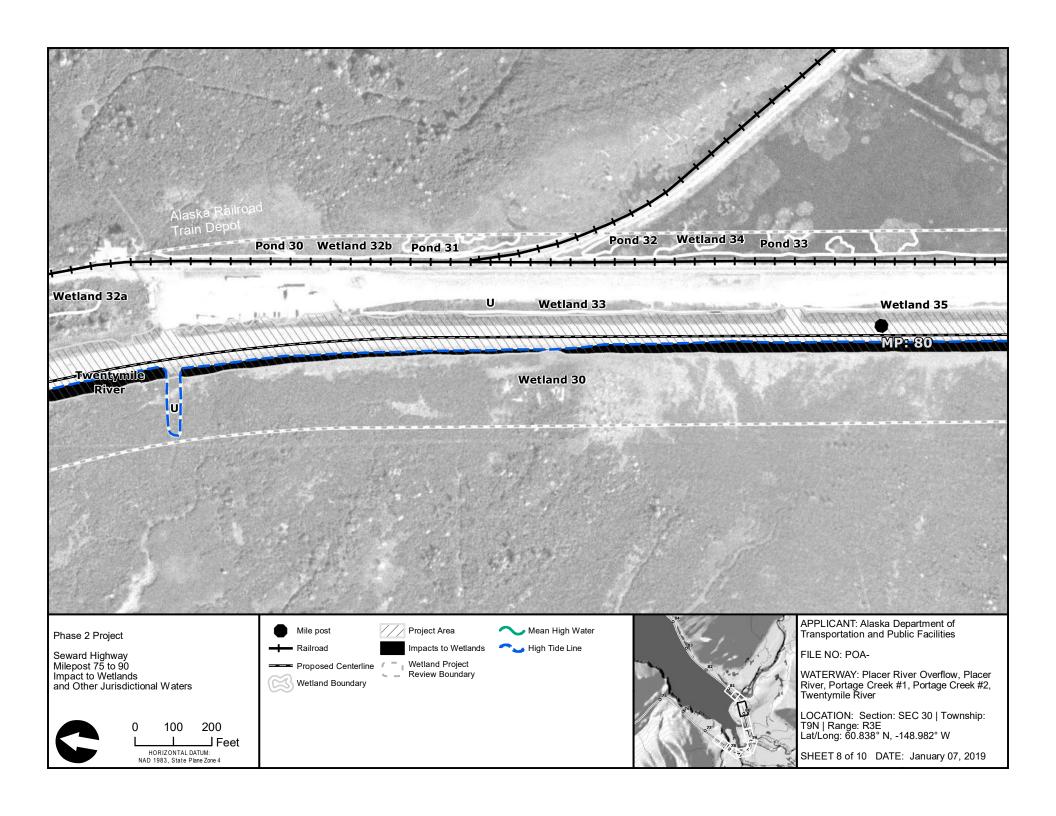


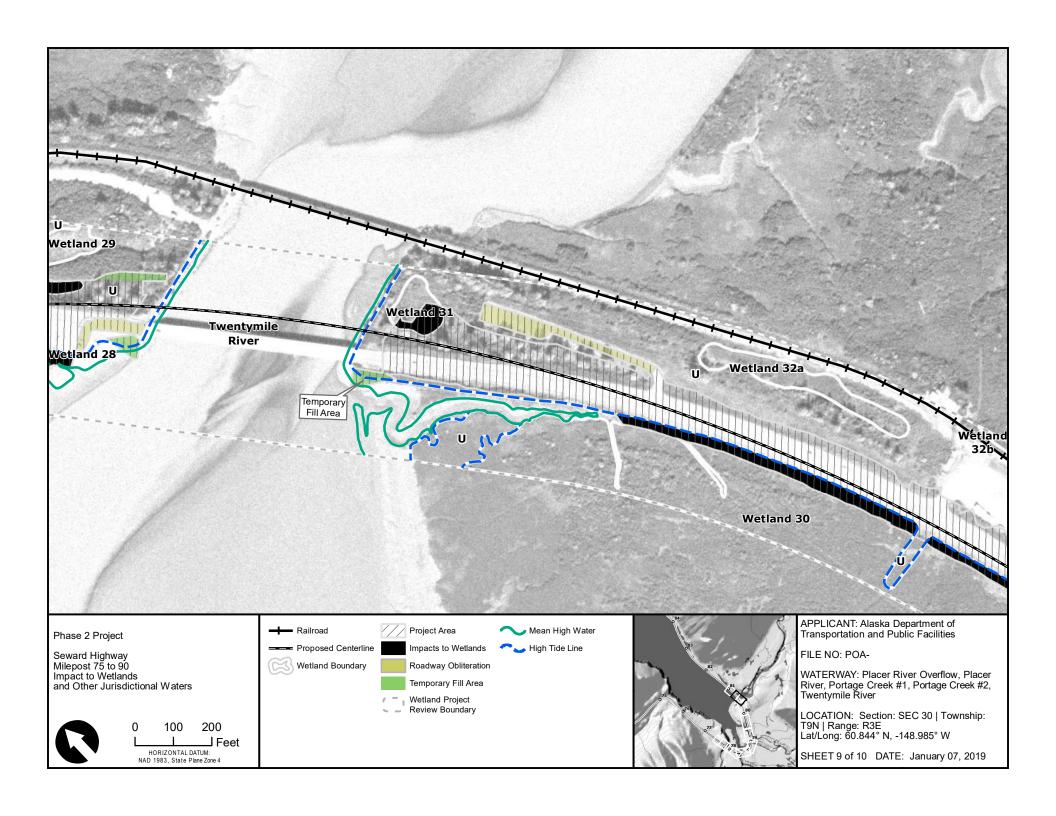


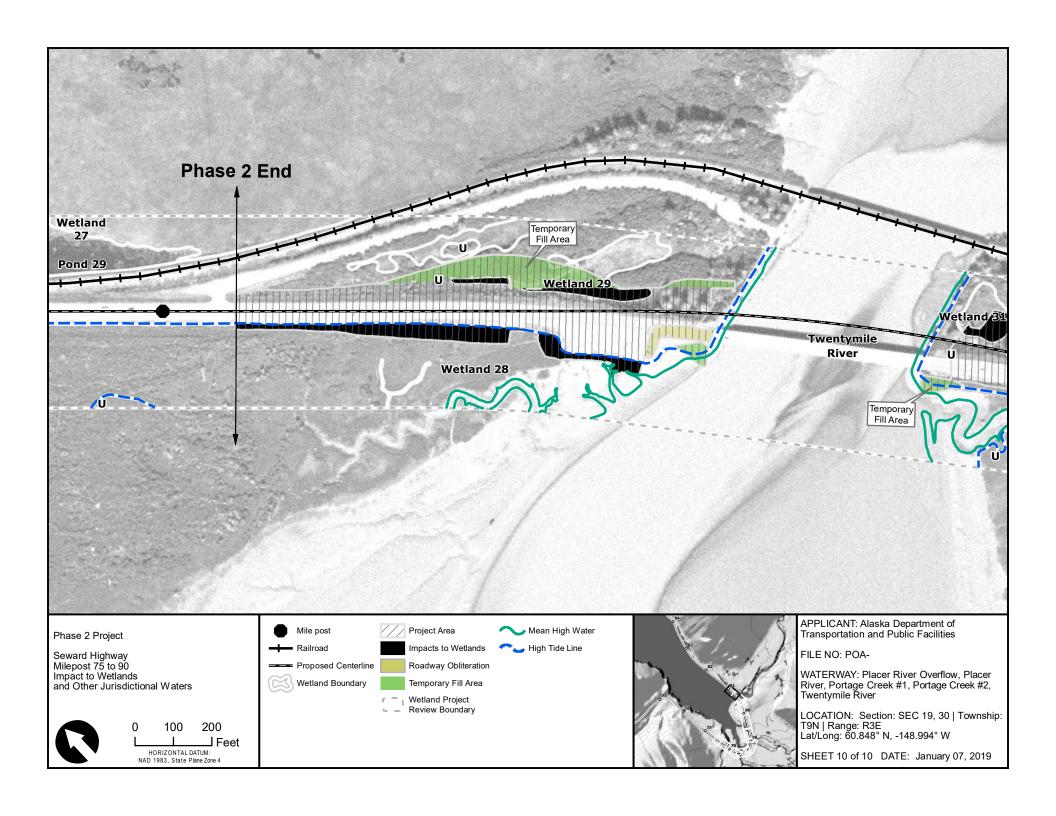












# Applicant's Proposed Mitigation Statements Seward Highway MP 75–90 Road and Bridge Rehabilitation Project, Turnagain Arm Phase 2 – January 2019

### Avoidance

The project is geographically constrained by Turnagain Arm tidal mudflats on one side and mountain slope or broad perpendicular valleys on the other; total avoidance of impacts to waters of the U.S. would not be practicable.

The applicant's avoidance measures include:

- Not selecting the design alternative that included a causeway across Turnagain Arm, avoiding impacts to the marine environment.
- Not selecting the design alternative that included a four-lane highway, avoiding potential impacts to wetlands and the marine environment associated with the wider highway footprint.
- Not selecting the design alternative that included separation of opposing travel lanes, avoiding a larger overall footprint and increased impacts to wetlands and the marine environment.
- Not selecting the design alternative that included a grade-separated interchange at Portage
   Glacier Road, avoiding potential impacts to wetlands associated with a larger project footprint.
- Not selecting the design alternative that included at-grade improvements, a grade-separated interchange, and a bypass at the Girdwood-Alyeska Highway intersection, avoiding potential impacts to wetlands associated with a larger project footprint.

## Minimization

The project has been adjusted several times over the course of environmental and preliminary engineering studies to minimize impacts, such as limiting the amount of fill to the minimum amount necessary, reducing the number of pilings, and aligning the new roadbed with the existing roadbed whenever possible.

The applicant's minimization measures to limit impacts to waters of the U.S. are summarized as follows:

- Replacement bridges were designed to accommodate base flood conditions as well as, or better than, the existing bridges.
- Bridge abutments will span the high tide line and the number of piers is the minimum necessary
  to meet design standards. The bridge crossings have been designed to minimize impacts to
  waters of the U.S. and EFH by placing as few piers as feasible within wetlands and waters.
  Reducing the number of piers below the MHW level also minimizes impacts to Critical Habitat
  for the Cook Inlet beluga whale. The old bridges and piles will be removed. Existing bridge piles
  will be removed down to the natural stream bottom and outside of streams 12 inches below the
  natural ground surface.
- Existing road alignments and other existing fill footprints were incorporated into the design as much as possible to minimize fill in waters of the U.S. Roadway expansion areas reflect the minimum necessary to achieve project safety goals in accordance with highway design standards.

- The proposed project has been designed to maintain existing surface water courses. Natural drainage patterns will be maintained by installing cross-drainage culverts.
- Storm Water Pollution Prevention Plan (SWPPP). The project will comply with the Alaska Pollutant Discharge Elimination System Construction General Permit. The applicant will prepare and provide the contractor with a project-specific Erosion and Sediment Control Plan. The contractor will be required to prepare a SWPPP for DOT&PF approval prior to construction. The SWPPP will identify receiving waters and specify the specific structural and procedural best management practices (BMPs) to be used during construction to prevent erosion and untreated runoff from reaching nearby waterbodies. BMPs will be refined in accordance with DOT&PF's Alaska SWPPP Guide (DOT&PF 2011) and ADEC's Alaska Stormwater Guide (ADEC 2011). The following BMPS will be employed and described as part of the plan.
  - Construction limits will be clearly staked prior to construction so that ground-disturbing impacts are limited.
  - BMPs for erosion and sediment control, such as furrow ditches, check dams, and detention basins, will be used. Silt fences will be used adjacent to waterways just beyond the estimated toe of fill.
  - Cut and fill slopes will be seeded as soon as possible with fast-growing annual species (to establish root mass) and with native species for long-term growth and soil stabilization.
  - o Only clean fill material will be used for the roadway embankment.
  - o Regular visual inspection of slopes will be performed to monitor for slope erosion.
  - Coarse rock rubble will be used to stabilize toes of slopes at stream crossings to prevent the erosion of fine-grained material into adjacent waters and wetlands.
  - o Proposed reclamation areas will be revegetated using native species.
  - The construction contractor will be required to dispose of unusable soils and overburden (cleared vegetation) materials at permitted disposal areas, approved by DOT&PF.
  - Construction staging sites will be located in upland areas and stabilized during and after use to avoid water quality impacts to wetlands and waterbodies.
- Hazardous Material Control Plan (HMCP). The contractor will be required to prepare an HCMP for DOT&PF approval prior to construction.
  - The HMCP will establish procedures for responding to accidental spills. If leaks or spills should occur, contaminated material and soils will be contained and disposed of offsite in an approved DOT&PF/ADEC location. In general, to prevent sediment and chemical water quality impacts during construction, all vehicles, trucks, and heavy equipment will be kept within construction limits and operated in a manner that will limit unnecessary ground disturbance and all equipment will be routinely inspected and serviced to prevent leaks and accidental spills.
  - The HMCP will also detail the process for fueling. Refueling within 100 feet of wetlands or other waters, including fish-bearing waters, will be necessary given the location of the project. The project will follow EPA and ADEC refueling and containment regulations. Fuel trucks and service vehicles will be equipped with adequate materials (e.g., absorbent pads, booms, etc.) to immediately contain and commence clean-up of spilled fuels and other petroleum products if necessary.

Applicant's Proposed Mitigation Statements
Seward Highway MP 75–90 Road and Bridge Rehabilitation Project, Turnagain Arm
Phase 2 – January 2019

- Spill-response equipment will be readily available, and construction personnel will be trained in spill response and will be able to contain accidental leaks of oil or fuel from construction equipment.
- Temporary Fill. Where it is necessary for equipment to enter creeks or wetland areas for construction, temporary fill may be required. Where temporary fill will be required, the contractor will be required to place temporary fill on geotextile mats or other suitable materials of sufficient thickness to facilitate the removal of the fill when it is no longer needed for construction. Wetlands will be stabilized against erosion once construction equipment and protective mats were removed. Wetlands that had been temporarily filled will be restored by reseeding or revegetating the disturbed areas as necessary using native species.
- Fish. Construction will be timed to minimize adverse effects to fish (salmon and hooligan) during critical life stages by adhering to in-water work windows identified through agency consultation. Streams may be temporarily re-routed during bridge replacement; however, all streams will be restored as close to their natural conditions as possible following completion of construction.
- Beluga Whales. To minimize construction impacts noise to beluga whales, Protected Species
  Observers (PSOs) will be on site during all in-water impact and vibratory pile-driving activities.
  PSOs will search for, monitor, and track marine mammals around and within the harassment
  zone in accord with the marine mammal monitoring plan. PSOs will be authorized to halt
  construction activity if a marine mammal(s) is observed which may enter the harassment zone.
  PSOs will also determine when a marine mammal(s) has left the harassment zone and in-water
  construction activities may recommence.
- To minimize potential impacts to fish and beluga whales, marine fill placement will only occur within three hours of low tides or when an area is de-watered.

# **Compensatory Mitigation**

For unavoidable permanent impacts to waters of the U.S., the applicant proposes to:

- Remove old bridges in their entirety to eliminate impacts to existing waters of the U.S. at those locations.
- Pay an in-lieu fee (ILF) to an approved ILF sponsor, at a mitigation ratio as deemed appropriate during the permit evaluation process and in consideration of the above mitigation measures.