



# OHIO DEPARTMENT OF TRANSPORTATION

DISTRICT 04  
2088 SOUTH ARLINGTON RD. • AKRON, OH 44306 • 330-786-3100

## **Environmental Document**

for

### **MAH SR 0007 10.25 PID 114736**

**Environmental Document Level: C2**

**Approved: 5/15/2024**

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*The environmental review, consultation, and other actions required by applicable Federal environmental laws for this project are being, or have been, carried out by ODOT pursuant to 23 U.S.C. 327 and a Memorandum of Understanding dated December 14, 2020, and executed by FHWA and ODOT.*

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## C2

### Project Information

<b>PID:</b>	114736
<b>Project Sponsor:</b>	ODOT SPONSORING AGENCY
<b>ODOT District:</b>	4
<b>Funding Source:</b>	Federal

### C2 Section

#### Project Description:

The intersection of State Route (SR) 7 with Market Street, Shields Road, Indianola Road, and Brookwood Road is a 5-legged intersection located in Boardman Township, Mahoning County, Ohio. The intersection is ranked 70th for Suburban Intersections on the 2018 ODOT Highway Safety Improvement Program (HSIP) Priority Locations list. ODOT conducted a Safety Study of this intersection in 2020 to identify crash trends and examine potential solutions.

The Safety Study (see Project File/Purpose and Need) recommended removal of the Brookwood Road leg to create a standard 4-leg intersection for Market Street, Shields Road, and Indianola Road. The initial public response prompted ODOT to conduct and evaluate a mock closure of Brookwood Road prior to making final decisions. The Mock Closure Memo and Presentation (see Project File/Purpose and Need) summarized the following findings.

- Traffic through Adjacent Neighborhood. Data showed a nominal increase in traffic volume (at most 5 vehicles per hour) throughout the adjacent residential neighborhood, with no increase in speed.
- Cut-through Traffic. Cut-through traffic was observed similar to the "before" period, with a nominal increase in cut-throughs for southbound traffic turning right.
- Operation of the Intersection. After the mock closure: The intersection operates more efficiently. Delays during peak driving periods have been reduced to from 105 to 43 seconds for eastbound Shields Road and from 63 to 50 seconds for southbound Market Street.
- Safety. Crashes have been reduced by 58% (5 per year), with no injuries recorded.

After discussion with Boardman Township, the proposed cul-de-sac bulb on Brookwood Road was removed to lessen impacts to adjacent properties. Instead, the roadway will terminate with the installation of signing and a grassed area.

ODOT has selected the Option #1 design alternative, which will permanently close Brookwood Road, creating a standard 4-leg intersection for Market Street, Shields Road, and Indianola Road.

The proposed improvements also include:

- Shell Gas Station: Close the western drive on Indianola Road and change the southern drive on Market Street to a right-in-only.
- Pedestrian: Add crosswalks on all sides of the intersection and reconstruct the curb ramps at all four corners.
- Fully reconstruct the traffic signal.

An exhibit of the project location on United States Geological Survey (USGS) 7.5-Minute Topographic Quadrangle Mapping is included in the Project File/General/Project Information subsection as *USGS Quadrangle Topographical Map.pdf*.

A minimum of one lane of traffic in each direction shall be maintained on the existing pavement during project construction. The duration of lane closures/restrictions shall be at the approval of the engineer. When a traffic signal must be taken out of service by the contractor due to construction procedures, this outage shall not exceed 4 hours and shall not be permitted during the hours of 7:00am and 7:00pm. Construction and lane restriction/reduction information will be posted within the project construction limits prior to the start of project construction. Except for Brookwood Road, which will remain permanently closed at the Market Street,



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Shields Road and Indianola Road intersection, access shall be maintained to all properties, businesses and intersecting side roads within and adjacent to the project construction limits for the duration of project construction. Substantial traffic disruptions are not expected during project construction

To facilitate the proposed improvements at the intersection, a minor amount of temporary right-of-way will be required from one parcel. No permanent right-of-way is required to construct the project. Total property takes, structure takes, or relocations are not proposed to construct the project.

Multiple overhead and ground-based utilities exist within the project study area. Minor relocations of existing utility poles and the associated overhead utilities are still under consideration. Utility relocations will be coordinated with the service providers in accordance with the project plans and will occur within the existing/proposed new roadway rights-of-way. Utilities will not be permanently removed to construct the project. Coordination with the utility companies affected by the proposed construction activities was conducted for the project during its preliminary engineering phase and will continue during its detailed design phase. During Stage 1 Plan redevelopment, it was determined that an unnamed tributary to Cranberry Run will not be impacted by the project as the project no longer proposes the partial replacement of the culvert, MAH-7-10.28/Culvert File Number (CFN) 1985050, located approximately 325 feet north of the existing Brookwood Road/Shields Road/Indianola Road/SR 7 intersection. See the revised Stage 1 Plans in the Project File/General/Project Information subsection as *Stage 1 Design - Revised.pdf* and correspondence regarding the revised stream impacts in Project File/Ecological/Project Information subsection as *Project Related Decision - Ecological.pdf*.

The project will not impact any other environmentally sensitive resources within the project study area.

The environmental document and associated studies, as applicable, were approved using construction limits in the Stage 1 plans. A copy of the Stage 1 Design plans for the project is included in the Project File/General/Project Information subsection as *Stage 1 Design-Revised.pdf*.

The estimated total project cost specified in Ellis is less than the total project cost specified in the ODOT State Fiscal Years 2024 - 2027 Statewide Transportation Improvement Program (STIP).

**The next phase of the proposed project is listed on the STIP:**

Yes

**Ellis STIP Details**

Phase	Current STIP Reference
ENV	On Previous STIP
RW	114736: 24-27 STIP
CO	114736: 24-27 STIP
DD	114736: 24-27 STIP

**The current cost estimate is in line with existing federal procedures for Ohio STIP Amendments and Administration Modifications:**

Yes

**Select the appropriate project type:**

(27) Highway safety or traffic operations improvement projects, including the installation of ramp metering control devices and lighting, if the project meets the constraints in paragraph (e) of this section. ***Examples include: Lane reduction ("road diet") changes provided traffic analysis is completed; Railroad projects that close at-grade crossings to improve safety or traffic operations.***

**In accordance with 23 CFR 771.117(e), the proposed project cannot be processed as a C2 CE, if it involves -**

1. **a.** Acquisition of more than a minor amount of ROW (exceeds strip takes)
2. **b.** Residential or non-residential displacements
3. **c.** A U.S. Coast Guard permit or an Individual Section 404 permit under the Clean Water Act
4. **d.** A Section 106 finding of *Adverse Effect*
5. **e.** Section 4(f) impacts greater than de minimis



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6. **f.** A finding of *May Affect, Likely to Adversely Affect* to Threatened and Endangered Species
7. **g.** Construction of temporary access, or the closure of existing road, bridge, or ramps, that would result in major traffic disruptions
8. **h.** Changes in access control
9. **i.** Floodplain encroachment other than functionally dependent uses (e.g., bridges, wetlands) or actions that facilitate open space use (e.g., recreational trails, bicycle and pedestrian paths)
10. **j.** Construction activities in, across or adjacent to a river component designated or proposed for inclusion in the National System of Wild and Scenic Rivers
11. **k.** No minor public or agency controversy on environmental grounds (no opposition from any organized groups or agencies and no unresolved environmental coordination)
12. **l.** A full Environmental Justice Analysis Report (EJAR) is required (the project must be processed as a D-level CE or higher-level document). If a memo-to-file/letter/IOC-format EJAR Short Report is determined to be the appropriate level of documentation, contact OES regarding NEPA document level.

**For certification purposes, documentation is required to illustrate no significant impacts will occur to the following environmental resources and that no unusual circumstances exist that would warrant a higher level of NEPA document. Upload all supporting documentation to the project file.**

**Ecological**

**Waterways:** Not Present

**Will any wetlands be impacted?** No

**Endangered Species:** No Impacts to Protected Species and Critical Habitat

**Scenic Rivers** No National Wild and Scenic River Within 1000 Feet of the Proposed Project Area

**Scenic Rivers Remarks**

The project will not impact any scenic river.

**Floodplains**

**100-Year Floodplain:** No Encroachment Within a Special Flood Hazard Area (SFHA)

**Floodplain Remarks**

ODOT District 4 Environmental Section personnel reviewed FEMA FIRM mapping information for the project study area and determined the project is not located within a special flood hazard area. See the floodplains documentation for the project in the Project File/Permits/Floodplains subsection.

**Section 4(f)**

**Section 4(f):** Not present



**Section 4(f) Remarks**

N/A.

**Section 6(f)**

**Section 6(f):**

Not present

**Cultural Resources**

**Cultural Resources:**

Not Present

**Cultural Resources Coordination - ODOT Approval/SHPO  
Concurrence Date**

05/18/2022

**Cultural Resources Remarks**

The undertaking is an intersection safety initiative located between downtown Youngstown and Boardman, in Boardman Township, Mahoning County, Ohio. The work will focus on a five-way intersection on SR 7 (Market Street), Shields Road, Indianola Road and Brookwood Road. The project is designed to increase pedestrian and vehicular safety, and reduce congestion by simplifying the traffic signals and addressing turning movements. The fifth leg of the intersection will be closed eliminating the Brookwood Road intersection link and replacing it with a cul-de-sac. The intersection will be reduced to a simple 90 degree cross street configuration. Sidewalks and signals will be replaced at the intersection and turning-lanes will be redesignated. Work will focus on the existing operational right-of-way though minor strip right-of-way will be needed to constructed the Brookwood Road cul-de-sac.

The intersection is generally surrounded by commercial development and access drives. Commercial development includes modern business offices, gas stations, and convenience stores. No buildings will be involved in construction and no relocations will be required. The literature search determined there are no inventoried buildings (OHI) or known archaeological sites (OAI) in the immediate area. No listed or eligible historic properties are found in the area of potential effects (APE). Intersection upgrades requiring minor strip right-of-way, intersection safety upgrades, and re-signalization projects are exempt from further cultural resource consideration by the 11/8/17 Cultural Resource PA (Agreement 19319) as long as no new permanent right-of-way from a historic property will be acquired and no contributing element of a historic district will be removed or altered by construction. Therefore, in accordance with Stipulation V(C)(1) and Appendix B of the Section 106 Programmatic Agreement (PA) executed on November 8, 2017 (Agreement No. 19319), amended on July 11, 2019, ODOT-OES has determined that the proposed project is a type of undertaking that has 'minimal potential to cause effects' to historic properties and is not a part of a larger undertaking. No further cultural resources coordination is required.

On 05/15/2024 ODOT District 4 Environmental Section personnel coordinated the changes in project scope with ODOT-OES. ODOT-OES determined on 05/15/2024 the 'minimal potential to cause effects' finding is still applicable for the undertaking. See the cultural resources documentation for the project in the Project File/Cultural Resources/Project Information subsection and the Cultural Resources Tab.

**Environmental Resources Considered**

**The following environmental resources are present and have been studied for potential impacts:**

Regulated Materials

**Air Remarks**

Air quality studies or coordination are not required for this project.

**Noise Remarks**



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The project does not qualify as a Type I project for noise (i.e., not adding capacity, not moving thru travel lanes equal to or greater than 50% closer to noise sensitive areas) and a noise analysis is not required for the project under 23 CFR 772.

**The project involves ROW acquisition, Deep Excavation, or OEPA 513 Landfill Authorization:**

Yes - Screening

**Regulated Materials Review Screening:**

No Further Regulated Materials Review

**Regulated Materials Review Screening - DEC/OES Approval Date:**

04/30/2024

**Regulated Materials Review Remarks:**

Based on the information in the original Regulated Materials Review (RMR) Screening Form completed for the project (dated 06/22/2022), three (3) properties required PCS plan notes (RM-001, RM-014, and RM-017).

In a revised RMR Recommendation Email from ODOT OES on 04/30/2024, "Based on the information provided which shows the plans have changed to no deep excavation on these properties and no change to the proposed ROW, PCS plan notes are no longer warranted for these properties"...(RM-001, RM-002, RM-014, and RM-017)..."In addition, no further RMR is warranted for the project."

See the RMR documentation for the project in the Project File/ESA/Project Information and Reports subsections.

**Environmental Justice**

Projects that meet C2 criteria must be in accordance with ODOT's EJ Guidance and activities conducted for Public Involvement are commensurate to the project's type and scope of work.

**Environmental Justice Populations**

Present; No EJAR Required, Does Not Exceed EJ Guidance Criteria, and No Issues Raised During Public Involvement

**Identified Environmental Justice Populations**

Census Block Group #	% Minority	% Low Income
390998114002	24	54
390998118001	8	35
390998117001	18	17

**Environmental Justice Remarks**



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A review of the ODOT Transportation Information Mapping System (TIMS) indicated Environmental Justice (EJ) populations within the proposed project area, including Minority and Low Income populations. No businesses or residences will be acquired or relocated as part of the project. No access restrictions to businesses will occur. Although vehicular traffic from Brookwood Road will no longer be able to directly access the intersection, traffic can alternatively access the intersection via various side street options. The following safety improvements will be realized by this project:

- By removing access to Brookwood Rd and converting it to a cul-de-sac, the number of conflict points at the intersection will be reduced.
- Removal of the intersection's 5<sup>th</sup> leg and creating a standard 4-legged intersection will likely reduce driver confusion.
- A traffic analysis determined that traffic operations improved along each of the four main legs of the intersection when Brookwood Road was converted to a cul-de-sac, even when assuming all traffic from Brookwood Road would be diverted to Shields Road or Market Street. The wait time at the intersection also improved compared to the existing conditions.

During public involvement activities one comment was received that expressed a general concern for EJ populations. ODOT considered the comment and conducted traffic studies of the mock closure of Brookwood Road, which resulted in minimal traffic increases in adjacent neighborhoods. ODOT responded to the commenter and concluded that the proposed project would improve safety for drivers and pedestrians traveling through the intersection. No additional concerns related to impacts on Environmental Justice were raised as a result of public involvement activities conducted for the proposed project.

The proposed project will have no disproportionately high and adverse effects to minority or low-income populations based upon the table above and mapping. Therefore, in accordance with the protections of Executive Order 12898 and FHWA Order 6640.23A, no further analysis is required. Based on the above findings an Environmental Justice Analysis Report is not required for the project.

See the Census Mapping for the project in the Project File/Environmental Justice/Project Information subsection.

### Public Involvement

#### Public Involvement:

Minimum PI Requirements Met; No  
Minor Public or Agency Controversy  
on Environmental Grounds

#### Public Involvement Remarks



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June 2020, Stakeholder Meeting: A Safety Study (see Project File/Purpose & Need/Existing and Future Conditions subsection) was being performed in 2020 to evaluate various potential solutions for this intersection. Some preliminary options considered a roundabout, and some options maintained the 5-leg intersection. On June 17, 2020, ODOT conducted a meeting to obtain input from local stakeholders, including Boardman Township, the Mahoning County Engineer, and Eastgate Regional Council of Governments. Based on their feedback, three options were developed and evaluated as part of the Safety Study.

September 2021, Virtual Public Open House: Options #1 and #2 were presented as part of a virtual public open house conducted September 16 through October 15, 2021. Option #1 was presented as the preferred alternative. After residents and township officials initially expressed concerns with the proposal to cul-de-sac Brookwood Road, ODOT chose to conduct a more comprehensive review and assessment by performing a traffic study of a mock closure of Brookwood Road. ODOT notified the directly affected businesses (the Shop 'N' Go Food Mart and the Hospice of the Valley) of this additional traffic study/mock closure through a letter sent February 17, 2022, and notified the public via a press release issued February 23, 2022.

March 2022, Mock Closure of Brookwood Road: ODOT implemented a temporary, mock closure of Brookwood Road to assess traffic flows, operations, and safety at the intersection as well as the traffic flow and safety at adjacent streets. The mock closure of Brookwood Road was planned for a 90-day duration, to end in June 2022. The initial data and public feedback from the mock closure were favorable; therefore, ODOT chose to maintain it until the data was further analyzed and the findings could be shared with Boardman Township and local stakeholders. ODOT notified project stakeholders and adjacent business owners of the decision to maintain the closure through a letter sent June 10, 2022, and notified the public via a press release issued June 10, 2022.

May 2023, Mock Closure Findings: ODOT presented the studies and findings of the mock closure (see Project File/Purpose and Need) to Boardman Township and local stakeholders on May 8, 2023, and posted them to the project website.

April 2024, Notice to Public of Final Results of Mock Closure of Brookwood Road, Public Comments Response Summary and Next Steps: The project website was updated, and letters and emails were sent to stakeholders and those who participated during public involvement mailed on April 12, 2024, and emailed on May 6, 2024, and May 7, 2024. The public was also notified via a press release issued April 19, 2024. These notifications informed the public that the Public Comments Response Summary was available on the project website (links to the website were provided) and described the project's next steps.

The Public Comments Response Summary Document lists the 52 public comments received, 47 prior to the mock closure; 5 after the mock closure, and ODOT responses to each comment.

The Project Website, with over 1,000 views, utilized PublicInput.com and has served as the hub for project updates, hosting the virtual public meeting, and taking public comments. The materials included on the website and screenshots of the website are provided in the Project File/Public Involvement/Project Information subsection. Prior to the April 2024 Notices to the Public, the following final changes were made to the website to share the Public Comments Response Summary document and announce the ODOT decisions and next steps.

- Mock Closure & Decisions tab: created to summarize ODOT responses to public concerns, present an updated exhibit of Option #1, with modifications, and announce the decision to select this option.

- Next Steps tab: updated to inform the public that: the ODOT Real Estate Department will be in contact with affected property owners beginning June 2024; the current closure of Brookwood Road will remain until construction; and that construction will begin in Spring of 2025 and is expected to last approximately 6 months.

See the public involvement documentation for the project in the Project File/Public Involvement/Project Information subsection.

## Environmental Commitments

### Environmental Commitments

No



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## **Environmental Commitments**



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### **Preparers and Approvals**

**Form Preparer:**

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**Supporting Form Preparer(s):**

Matthew Chaney  
Sean Carpenter

### **Approvals & Electronic Signatures**

<b>Approved &amp; Electronically Signed By:</b>	<b>Approval Date:</b>
Edward Deley (PROGRAM ADMIN 3)	5/15/2024



## Appendix

### Underserved Populations

Census Mapping.pdf

### ESA

OES Recommendations - Screening.pdf

Regulated Materials Review Form.pdf

### General

Aerial Map.pdf

County Map.pdf

General Photographs.pdf

USGS Quadrangle Topographical Map.pdf

### Air

District Determination - No Air Analysis Required.pdf

### Noise

District Determination - No Noise Analysis Required.pdf

### RMR

OES Review - Screening - Re-eval.pdf

### Cultural Resources

Minimal Potential to Cause Effect - Appendix B

Project Related OES Decision - Cultural Resources.pdf

Records Check.pdf

### Ecological

ODNR Scenic River MOA Conditions

Project Related Decision - Ecological.pdf

USFWS/ODNR Ecological MOA Conditions

### Other Resources

Census Bureau Urbanized Area Map.pdf

Water Source Protection Area Map.pdf

### Public Involvement

News Articles - Combined.pdf



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Notification Letter - February 2022 .pdf

Notification Letter - June 2022.pdf

ODOT Webpage - April 2024.pdf

Press Release - April 2024.pdf

Press Release - February 2022 .pdf

Press Release - June 2022.pdf

Property Owner Notification Letter - Right-of-Entry.pdf

Public Comment Summary Response Letter - April 2024.pdf

Public Meeting Comment Form.pdf

Public Meeting Exhibits.pdf

Public Meeting Handouts.pdf

Public Meeting Notification - Press Release.pdf

Public Meeting Notification Businesses and Stakeholders .pdf

Public Meeting Notification Mailing List.pdf

Public Meeting Notification Paid Advertisement .pdf

Public Meeting Notification Residences .pdf

Public Meeting Presentation.mp4

Public Meeting Presentation.pdf

Public Meeting Website - April 2024.pdf

Public Meeting Website - February 2022.pdf

Public Notification Mailing List - June 2022.pdf

Public Notification Mailing List - Right-of-Entry.pdf

Response to Public Comments Email Verification .pdf

Response to Public Comments Mailing List.pdf

Response to Public Comments.pdf

Stakeholder Meeting Minutes or Notes - May 2023.pdf

Stakeholder Meeting Presentation - May 2023.pdf

## **Permits**

FEMA FIRM.pdf