

3.7 Parks and Recreation

Existing and planned parks and recreation facilities are important community resources, highly valued by individuals, private organizations, and local governments. This section discloses the effects of the locally preferred alternative (LPA) on park and recreation resources including school facilities, interpretive or community centers, and trails, in addition to traditional open spaces, sports fields, and play equipment. Additionally, this analysis looks at potential impacts on recreational events and activities. A comparison of the impacts from the LPA and the DEIS alternatives is summarized in Exhibit 3.7-4. The DEIS, starting on page 3-195, provides more detail on the impacts of the DEIS alternatives on parks and recreation facilities.

The evaluation of the use of park and recreation resources in accordance with Section 4(f) of the U.S. Department of Transportation Act (49 USC 303) can be found in Chapter 5 of this FEIS. Analyses of impacts to park and recreation resources protected under Section 6(f) of the federal Land and Water Conservation Fund (LWCF) Act, the National Park Service (NPS) Federal Lands to Parks (FLP) Program, the Urban Park and Recreation Recovery Program (UPARR) and state funding programs are included later in this section.

The information presented in this section is based on the CRC Parks and Recreation Technical Report, which is included as an electronic appendix to this document.

This section addresses impacts within the main project area, the casting and staging areas, and Ruby Junction. No impacts to park or recreation resources would result from the modification of the Steel Bridge. See Chapter 2 for a map of these areas.

3.7.1 New Information Developed Since the Draft EIS

Comments provided by the Department of the Interior (DOI) on the DEIS alerted the project team to the existence of the Lewis and Clark National Historic Trail that runs through the project area on the Columbia River. DOI comments also alerted the project team to the existence of parks in the project area protected by the National Park Service (NPS) Federal Lands to Parks (FLP) Program, and the Urban Park and Recreation Recovery Program (UPARR). Additionally, coordination with the Vancouver-Clark Parks and Recreation Department (VCPRD) and Washington State Recreation Conservation Office revealed state funding sources of Leverich Community Park and Vancouver Landing. These resources and programs are discussed in greater detail in the following sections.

Following the publication of the DEIS, East Delta Park received LWCF dollars for the rehabilitation of a ball field and dedicated recreation area, affording the entire park protection under Section 6(f) of the LWCF Act.

Section 4(f)

Section 4(f) of the U.S. Department of Transportation Act (49 USC 303) concerns transportation projects that would use or impact any significant public park, recreation area, wildlife or waterfowl refuge, or historic site. Section 4(f) applies to impacts caused by programs and policies undertaken by the USDOT.

Section 6(f)

Section 6(f) of the Land and Water Conservation Fund Act is similar to Section 4(f), but concerns only those parks and recreational facilities that have received funding through this act. While Section 4(f) applies only to USDOT actions, Section 6(f) applies to impacts caused by programs and policies of any federal agency.

In addition to new information developed since the DEIS, the FEIS includes refinements in design, impacts and mitigation measures. Where new information or design changes could potentially create new significant environmental impacts not previously evaluated in the DEIS, or could be meaningful to the decision-making process, this information and these changes were applied to all alternatives, as appropriate. However, most of the new information did not warrant updating analysis of the non-preferred alternatives because it would not meaningfully change the impacts, would not result in new significant impacts, and would not change other factors that led to the choice of the LPA. Therefore, most of the refinements were applied only to the LPA. As allowed under Section 6002 of SAFETEA-LU [23 USC 139(f)(4)(D)], to facilitate development of mitigation measures and compliance with other environmental laws, the project has developed the LPA to a higher level of detail than the other alternatives. This detail has allowed the project to develop more specific mitigation measures and to facilitate compliance with other environmental laws and regulations, such as Section 4(f) of the DOT Act, Section 106 of the National Historic Preservation Act, Section 7 of the Endangered Species Act, and Section 404 of the Clean Water Act. FTA and FHWA prepared NEPA re-evaluations and a documented categorical exclusion (DCE) to analyze changes in the project and project impacts that have occurred since the DEIS. Both agencies concluded from these evaluations that these changes and new information would not result in any new significant environmental impacts that were not previously considered in the DEIS. These changes in impacts are described in the re-evaluations and DCE included in Appendix O of this FEIS. Relevant refinements in information, design, impacts and mitigation are described in the following text.

3.7.2 Existing Conditions

Exhibit 3.7-1 shows the locations of parks and recreation facilities that would be close to the construction or operation of the LPA.

Exhibit 3.7-2 summarizes these facilities and their amenities.

Exhibit 3.7-1

Parks and Recreation Facilities in the CRC Main Project Area *



* Does not include those parks outside the possible area of effect for the CRC project.

Exhibit 3.7-2

Parks and Recreation Facilities – Location, Jurisdiction, and Amenities

Resource	Type	Section 4(f) Impact	Location	Agency with Jurisdiction	Amenities
Kiggins Sports Fields/Stadium	Sports Venue	<i>de minimis</i>	North of 39th Street, west of I-5, Vancouver	Vancouver Public Schools	3.0 acres; sports venue for Vancouver Public Schools and public.
Burnt Bridge Creek Trail	Multi-use Trail	No use	North of SR 500 interchange, Vancouver	Vancouver-Clark Parks and Recreation (VCPRD)	5.0-mile paved multi-use trail.
Leverich Community Park	Community Park	<i>de minimis</i>	39th and M Streets, Vancouver	VCPRD	14.2 acres; disc golf course, picnic areas.
Clark College Recreation Fields	School Recreation Facility	<i>de minimis</i>	1500 E Mill Plain Boulevard, Vancouver	Clark College	14.0 acres; operated by Clark College with soccer fields, softball fields, and tennis courts open to public.
Marshall Community Center, Luepke Senior Center, and Marshall Community Park	Community Center, Senior Center, and Park	Use	1009 E McLoughlin Boulevard, Vancouver	VCPRD	19.0 acres; community garden, play equipment, fields, gym, senior center.
Esther Short Park	Community Park	No use	W Columbia and 8th Streets, Vancouver	VCPRD	5.0 acres; event pavilion, play equipment, fountain, bell tower and glockenspiel.
Vancouver Landing at Terminal One	City Amphitheater and Public Dock	No use	River mile 106 on north shore of the Columbia River	VCPRD and Port of Vancouver	Public transient moorage facility/dock, amphitheater.
Discovery Historic Loop Trail (includes portion of Waterfront Trail)	Multi-use Trail and City Sidewalks	Use	Columbia River Waterfront, VNHR, downtown Vancouver	VCPRD/NPS	2.3-mile trail on paved multi-use paths and local streets.
Vancouver National Historic Reserve (VNHR)	Includes a National Historic Site (NHS), Historic District	Use	Between Columbia River and Mill Plain Boulevard east of I-5	NPS	366.0 acres, legislatively created by the U.S. Congress for its nationally significant cultural resources, including culturally significant landscape, historic interpretive sites and replica structures, multi-use trails, confluence land bridge, a visitor center, and waterfront property.
Old Apple Tree Park	Located in VNHR	Use ^a	112 Columbia Way, Vancouver	VCPRD	1.3 acres; possibly oldest apple tree in the Pacific Northwest, entrance to confluence land bridge.
Waterfront Renaissance Trail (part of Discovery Historic Loop Trail)	Multi-use Trail	Use	115 Columbia Way, Vancouver	VCPRD	4.0-mile long, 14.0-ft wide, shared-use concrete trail.
Waterfront Park	Community Park	Use	115 Columbia Way, Vancouver	VCPRD	5.0 acres; recreational park shoreline, public plaza/view areas, Boat of Discovery monument.
Lewis and Clark National Historic Trail	Recreational Waterway	N/A ^b	Columbia River	NPS	Recreational waterway.

Resource	Type	Section 4(f) Impact	Location	Agency with Jurisdiction	Amenities
Lower Columbia River Water Trail (LCRWT)	Recreational Waterway	N/A ^c	Columbia River	Lower Columbia River Estuary Partnership	146.0-mile recreational waterway from Bonneville Dam to Pacific Ocean.
Marine Drive Multi-use Trail	Multi-use Trail	<i>de minimis</i>	I-5 to Kelley Point Park	Portland Parks and Recreation (PP&R)	5.0-mile paved multi-use path that connects to Marine Drive Interchange and North Portland Harbor bridges.
East Delta Park	Regional Park	Temporary	N Denver and MLK Jr. Boulevard, Portland	PP&R	85.0 acres; softball and soccer fields, control line flying field, sand volleyball courts, playground, and off-leash area on ODOT property.

a There is no direct or indirect effect on Old Apple Tree Park, but the park is within the much larger boundaries of the VNHR, which is impacted in other locations. The impacts in other locations constitute a Section 4(f) use of the VNHR. Because of its location within the VNHR, Old Apple Tree Park is also considered to be used pursuant to Section 4(f). The use is based on its status as part of VNHR, a historic resource, not due to its status as a recreational resource.

b Not a Section 4(f) resource.

c Not a Section 4(f) resource.

Planned Facilities

In the Oregon portion of the project area, Portland Parks and Recreation (PP&R), in coordination with the Portland Development Commission (PDC), plans to construct a 0.5-mile trail section linking the Bridgeton neighborhood on North Portland Harbor through I-5. This proposed Bridgeton Trail would travel along the levee and underneath I-5, connecting to the Marine Drive Multi-use Trail on the west side of I-5.

In Washington, the VCPRD is planning to upgrade soccer fields at Memory/Mill Plain Park. Additionally, the VCPRD is planning to extend the Waterfront Trail west of I-5 to the planned Vancouver Waterfront Development.

In an effort to increase connectivity between downtown Vancouver and the Vancouver National Historic Reserve (VNHR), the City of Vancouver and Fort Vancouver National Trust (FVNT) have identified the need for a pedestrian connection over I-5 at 7th Street. The NPS also plans to extend the existing trail system within the VNHR, and is in the process of building a replica historic village (Fort Vancouver or HBC Village) in close proximity to the Confluence Land Bridge over SR 14.

Additionally, Exhibit 3.7-2 does not include planned facilities in the project area, although some are included in Exhibit 3.7-1 (i.e., those that are “Proposed” as described in the exhibit).

Recreational Activities

Important recreational events within the project area include the Wine and Jazz Festival, Hot July Nights, Uptown Village Street Festival, and Vancouver Farmers Market, all held at Esther Short Park, and Hoops on the River at the Vancouver Landing. Additionally, the VNHR is the site of many large recreational events throughout the year, including the Fort Vancouver

Where are the regional multi-use trails?

Section 3.1, Transportation, contains a map showing the routes and connections of the region’s non-motorized multi-use trails.

Independence Day Fireworks, the Archaeological Field School, the Brigade Encampment, 1860s Vintage Base Ball, and Lantern Tours, among others.

Recreational activities, such as fishing and boating, occur in the Columbia River throughout the year. For impacts to recreational fishing, please see Section 3.16, Ecosystems.

The Columbia Slough has been defined as a scenic waterway and water trail by the City of Portland, and is bordered by the Columbia Slough Trail. These resources are located south of the project areas and are not expected to be impacted by the LPA. Additionally, Evergreen Boulevard in Vancouver has been classified as a scenic roadway. Information regarding impacts to these visual resources can be found in Section 3.9, Visual and Aesthetic Qualities.

Federally and State Protected Park and Recreation Resources

Several of the affected parks are protected by federal and/or state programs, often tied to previous funding used to purchase or improve the facilities. These programs include Section 6(f) of the LWCF Act, the FLP Program, the UPARR program, and state and local funding programs. Parks within the project area that are protected by such programs are shown on Exhibit 3.7-3. Resources protected under Section 4(f) are not included in this exhibit; those resources are discussed in Chapter 5 (Final Section 4(f) Evaluation) of this FEIS.

Section 6(f) of the federal LWCF Act prohibits the conversion of property (primarily parks and recreation facilities) acquired or developed with grant funds provided through the act, unless replacement land of at least equivalent property and recreational value is identified, approved, and acquired. Both East Delta Park and the Burnt Bridge Creek Multi-use Trail have received LWCF grant funds (Lippincott 2009; Barker 2009).

Under Section 203 (k)(2) of Public Law 91-485, as amended (40 USC 484 (k) (2)), the NPS administers the FLP Program, which conveys surplus federal land to local jurisdictions for public parks and recreation purposes, usually at no cost. Requirements of the FLP Program are similar to those of Section 6(f) of the LWCF Act. If property conveyed under this program is acquired for a non-park or recreation use, this conversion must be approved by NPS, and replacement property of equal market value and reasonable equivalent recreational utility must be identified and acquired. Additionally, the General Services Administration (GSA) must concur on any conveyance and exchange of property rights. A portion of Marshall Community Park, Old Apple Tree Park, the Burnt Bridge Creek Multi-use Trail, and a portion of East Delta Park are protected by the FLP Program.⁷ Marshall Community Park is the only park protected by FLP provisions that would have property acquired by the project. The FLP land in Marshall Park is the only FLP property in the area affected by the CRC project. It was originally transferred to the City of Vancouver in 1986 through the FLP Program, as administered by the NPS. The FLP parcel is described in the original Application for Federal Surplus Property as a grassy area that is utilized by the public. It is adjacent to a horseshoe pit area and is gently sloping from south to north. The existing

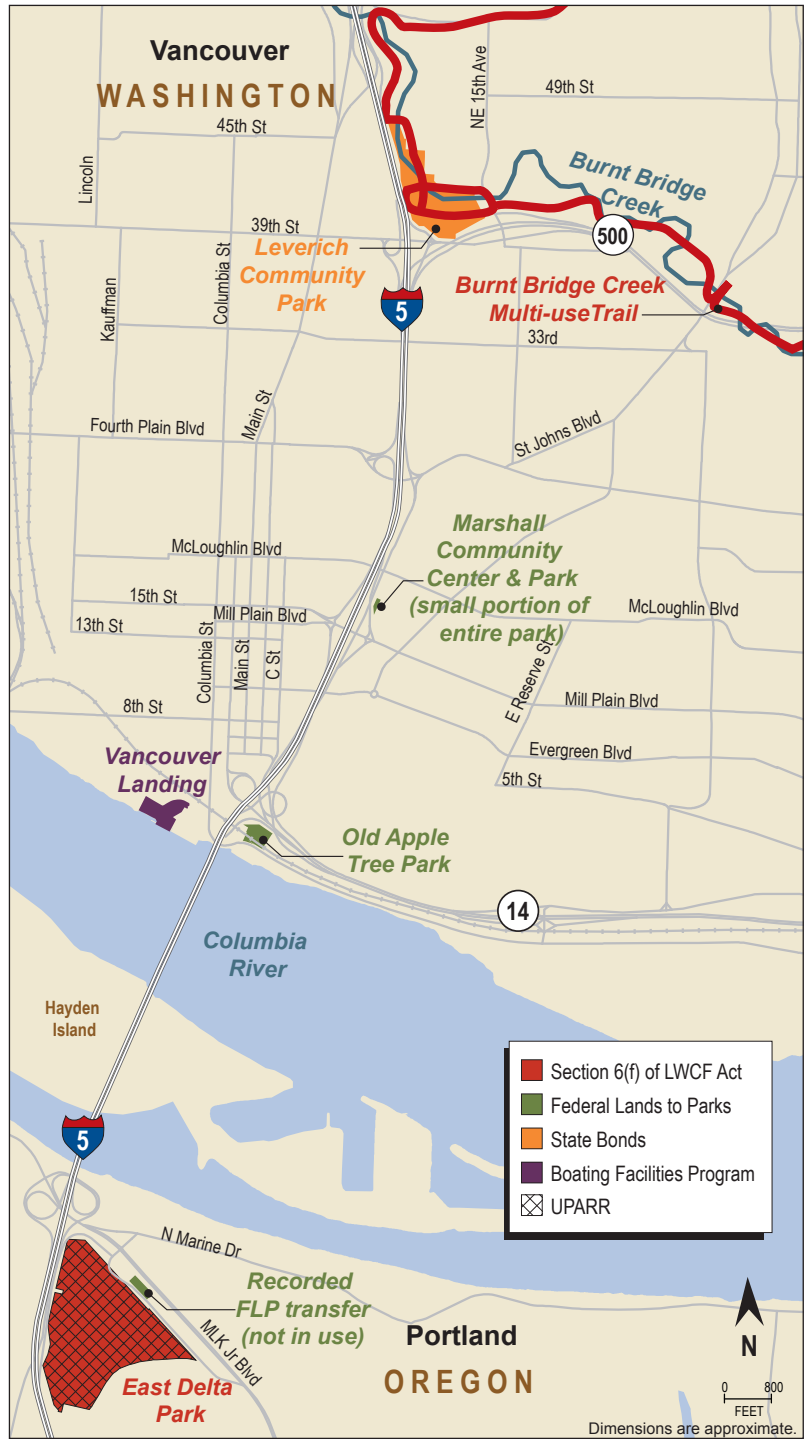
⁷ The portion of East Delta Park protected by the FLP Program consists of a small parcel located northeast of the main park and currently not used by the PP&R.

parcel also contains a few medium-sized trees and provides a partial vegetative buffer between the park and I-5. UPARR is a matching federal grant program administered by the NPS to provide funding for the rehabilitation of deteriorating parks and recreation facilities in cities and urban counties. The UPARR program was established in 1978 by Public Law 95-625, authorizing \$725 million to provide matching grants and technical assistance to nearly 400 economically distressed urban cities and counties. Requirements of the UPARR Program are similar to those of Section 6(f) of the LWCF Act. Any property conveyance or temporary use of property that has been granted UPARR funds must be approved by NPS. Unlike the LWCF program, UPARR-protected land acquired for non-park use does not have to be replaced with property of at least equal fair market value; only with land of equal or greater recreation utility is required, prior to use of the acquired land.

There are also many state-funded and implemented programs that have property conversion and replacement requirements similar to the federal LWCF Act. These include the Boating Facilities Program that funded the development of Vancouver Landing at Terminal One, and a combination of state bonds that funded the improvement of Leverich Community Park (Barker 2009). Leverich Park will be impacted by the project. As mentioned above, this section does not evaluate the project’s consistency with Section 4(f) regulations, although the results of that evaluation are summarized in the tables in this section. Section 4(f) compliance is discussed in detail in Chapter 5 of this FEIS.

Exhibit 3.7-3

Federally and State Protected Recreation Resources in CRC Project Area*



*Note: This map does not include those resources afforded protection under Section 4(f) of the USDOT Act.

3.7.3 Long-term Effects

Exhibit 3.7-4 compares the long-term effects of the LPA to those of the DEIS alternatives and No-Build Alternative. The values presented for all alternatives are relative to the No-Build. As shown in the exhibit, due to design refinement, the construction of the LPA would require less parkland and less VNHR property than the Replacement Crossing alternatives (Alternatives 2 and 3) discussed in the DEIS, in addition to having fewer in-water structures than DEIS Alternative 3. The LPA would acquire about 1 more acre of park and recreation land than the Supplemental Crossing alternatives, but would realign and improve a two to three times greater length of recreation trails than any of the other DEIS alternatives. Since publication of the DEIS, additional coordination with the VCPRD resulted in changes in the assumption regarding how much trail would need to be realigned due to project construction.

Exhibit 3.7-4

Comparison of Long-term Effects on Parks and Recreation Facilities

Environmental Metric	Locally Preferred Alternative ^a		No-Build	Alt 2: Repl Crossing with BRT ^b	Alt 3: Repl Crossing with LRT ^b	Alt 4: Suppl Crossing with BRT ^b	Alt 5: Suppl Crossing with LRT ^b
	LPA Option A	LPA Option B					
Total Acres ^c of park and recreation resources acquired	4.0	Same as Option A	0	4.9 - 6.1	4.9 - 6.1	3.3	3.3
Acres of acquired parkland within the VNHR	1.7	Same as Option A	0	1.7 - 2.7	1.7 - 2.7	0.2	0.2
Linear feet of trails permanently realigned	580	Same as Option A	0	230	230	143	143
Transit access to park and recreation resources in project area	Improved access to some large regional parks	Same as Option A	Access not improved	Same as LPA	Same as LPA	Same as LPA	Same as LPA

Note: The impacts for the alternatives are relative to No-Build and existing conditions.

- a Information in parentheses indicates impacts if the LPA Option A or B is constructed with highway phasing.
- b Effects presented for Alternatives 2, 3, 4, and 5 were taken from the DEIS assuming the "Clark College MOS" and, when applicable, the "Stacked Transit/Highway Bridge" design option.
- c Does not include 1.1 acres of property permanently acquired from an off-leash area associated with East Delta Park, but located in ODOT right-of-way.

Delaying the construction of the north legs of the I-5/SR 500 interchange under the LPA with highway phasing would defer a 0.3-acre permanent impact to Leverich Community Park and a 0.3-acre impact to Kiggins Sports Fields/Stadium. Deferring this 0.6 acre of parkland acquisition is the only difference between the LPA and the LPA with highway phasing in effects on park and recreation resources.

The long-term direct effects of the No-Build Alternative, the DEIS alternatives, and the LPA are detailed below. The values presented for all alternatives are relative to the No-Build Alternative.

No-Build Effects on Parks and Recreation

There are no specific or known new long-term direct effects, uses, or occupancy of recreational resources under the No-Build Alternative. However, the No-Build Alternative would result in substantial traffic congestion along the I-5 corridor and would not provide the transit, bicycle, and pedestrian improvements of the LPA. The substantial traffic congestion and considerably lower transit access and bike and walking access would reduce the ability of community members to access and/or enjoy their park and recreation resources. Large events such as the Independence Day Fireworks, Wine and Jazz Festival, Hot July Nights, Uptown Village Street Festival, Vancouver Farmers Market, and Hoops on the River would continue to have limited traffic and transit access, particularly from Portland. Connections between the Marine Drive and Waterfront Renaissance Trails would not be improved, and bicycle and pedestrian paths on the river crossing would remain narrow and considerably less accessible.

The No-Build Alternative would not have any effects to properties protected by the Section 4(f), Section 6(f) of the LWCF, FLP, or UPARR.

LPA Effects on Parks and Recreation

Construction of the LPA would require that some parkland in the project area be permanently acquired and converted to transportation uses such as interchange ramps or light rail facilities. Additionally, visitors at some parks may experience permanent changes in views to or from the facility and/or increased noise levels. Exhibit 3.7-5 summarizes the LPA's permanent effects to each park and trail. The narrative following the table describes the most substantial park impacts and expands on those effects not easily summarized.

Exhibit 3.7-5

Long-term Effects on Park and Recreation Resources

Resource	Description of Effect from LPA	Section 4(f) Impact
Kiggins Sports Fields/Stadium	0.3 acre of property near southern access permanently affected; no impacts to recreational use.	<i>de minimis</i>
Burnt Creek Multi-use Trail	No long-term direct effect on Burnt Creek Multi-use Trail.	No use
Leverich Community Park	0.3 acre of parkland permanently acquired; trees displaced.	<i>de minimis</i>
Clark College Recreation Fields	1.0 acre of passive recreational border permanently acquired.	<i>de minimis</i>
Marshall Community Center and Park	0.6 acre of park buffer along I-5 (including 0.1 acre of FLP land) permanently acquired; 1 parking space, 4 horseshoe pits and trees displaced.	Use ^a
Discovery Historic Loop Trail (includes portion of Waterfront Trail)	0.4 acre of parkland permanently impacted; realignment of up to 450 linear feet of trail (portion that overlaps with Waterfront Trail).	Use
Vancouver National Historic Reserve (VNHR)	1.7 acres of cultural and recreational landscape permanently acquired along Vancouver Barracks, FHWA and Army property, and in Village area.	Use ^a
Vancouver Landing at Terminal One City Amphitheater and Public Dock	No direct permanent or temporary effect.	No use
Old Apple Tree Park (in VNHR)	No long-term direct effect on Heritage Apple Tree.	Use ^a
Waterfront Renaissance Trail (part of Discovery Historic Loop Trail)	Realignment of up to 450 linear feet of trail underneath existing and new I-5 bridge landing (see Discovery Historic Loop Trail above).	Use ^a

Resource	Description of Effect from LPA	Section 4(f) Impact
Waterfront Park	0.4 acre of parkland permanently acquired; displacement of Waves Plaza and Boat of Discovery Monument.	Use ^a
Lewis and Clark National Historic Trail	Reduced navigational hazard with reduced number of in-water piers.	No use
Lower Columbia River Water Trail (LCRWT)	Reduced navigational hazard with reduced number of in-water piers.	No use
Marine Drive Multi-use Trail	Improved connections within and to Marine Drive interchange; widening of existing sidewalks along Marine Drive and portion of trail (130 linear feet) as it widens onto North Portland Harbor Levee.	<i>de minimis</i>
East Delta Park	No permanent use.	No use; see Temporary Effects section

^a Please see Chapter 5, Final Section 4(f) Evaluation, for more information about this Use.

Exhibit 3.7-6
Permanently Impacted Portion of Waterfront Park



Exhibit 3.7-7
Permanently Impacted Portion of Marshall Park



Project effects on Vancouver’s Waterfront Park are likely the most substantial of all park impacts, although these are not the largest property impacts. The LPA would permanently acquire the entire portion of the park that falls west of I-5 for construction of the replacement bridges. This 0.4-acre portion of the park, seen in Exhibit 3.7-6, is the west end of Waterfront Park and the Waterfront Renaissance Trail that extends along the Columbia River east of I-5. The construction of the bridges at this location would displace the Waves Plaza and Boat of Discovery Monument, as well as trees and plantings surrounding and within the plaza. The area beneath the existing I-5 bridges would be vacated by WSDOT after bridge demolition, and then be transferred to the City to use as part of their Waterfront Park redevelopment. See description in Chapter 5, Final Section 4(f) Evaluation.

The largest acquisition, 1.7 acres, would be from land within the VNHR. However, the majority of the property that would be acquired from the VNHR (1.0 acre) is not primarily used or planned for recreation, including land from the Army-owned portion of the VNHR, the FHWA Western Federal Lands property, and along Anderson Road adjacent to the Barracks Post Hospital. The LPA would also require land (owned by the NPS) near the planned reconstruction of the Fort Vancouver Village and close to the Confluence Land Bridge (0.6 acre), although it is not expected to substantially interfere with NPS plans. The Confluence Land Bridge would not be physically impacted by the reconstruction of the I-5/SR 14

interchange, although landscaped areas may be acquired and views from the Land Bridge to the west would change due to the increased heights of the interchange ramps and the river crossing.

The project would require the removal of trees in parks managed by VCPRD and Clark College. The construction of a ramp to the Fourth Plain interchange would remove trees, including large sequoia trees, both in and along the boundary of Marshall Community Center, Luepke Senior Center, and Marshall Park (Exhibit 3.7-7). These trees serve as a visual buffer between the facilities and the existing highway ramp, and remaining space for replanting this buffer would be limited. Similarly, a row of small trees along McLoughlin Boulevard on the Clark College Recreation Fields property (Exhibit 3.7-8), identified as part of the Vancouver Street Tree Arboretum, would also be removed to accommodate the widened street cross-section in this area.

Existing on-street parking on McLoughlin Boulevard (an estimated 76 spaces), which is often used by members of the public accessing Marshall Community Center, Luepke Senior Center, Marshall Park, and Clark College Recreational Fields, would be eliminated to accommodate the light rail guideway and station, two lanes of traffic, turn lanes into the Community Centers and the Clark Park and Ride, bicycle lanes, and sidewalks.

The City of Vancouver has expressed concern that the introduction of a park and ride adjacent to the Clark College Recreational Fields and across McLoughlin Boulevard from Marshall Community Center, Luepke Senior Center, and Marshall Park would increase vehicular and pedestrian traffic through the area which could result in increased noise, incidents of vandalism or littering, or other unwanted activities or effects. As discussed in the mitigation section, these impacts would be avoided or minimized through the appropriate design of this park and ride facility and surrounding streetscape.

In addition to the permanent property effects described above, views from Leverich Community Park; Marshall Community Center, Luepke Senior Center, and Marshall Park; and the VNHR would be changed by the construction of elevated ramps at the SR 500, Fourth Plain, and SR 14 interchanges with I-5, respectively. The new ramps would be generally higher than the existing facilities at these locations. If the highway component of the project were to be phased, then the new elevated ramps at SR 500 would be delayed, thus delaying the visual impacts at Leverich Community Park.

With construction of the LPA, highway noise levels would increase over No-Build conditions at the following parks and recreational facilities: VNHR Marshall Community Center, Luepke Senior Center, and Marshall Community Park, Old Apple Tree Park, Waterfront Park, and Waterfront Renaissance Trail. Highway noise levels are expected to remain the same as under No-Build conditions at Kiggins Sports Fields/Stadium. Highway noise levels would decrease very slightly or remain the same at East Delta Park and

Exhibit 3.7-8
**Permanently Impacted Portion of
Clark College Recreation Fields**



Leverich Community Park. Noise walls, to the extent that they are effective at reducing noise and can be constructed at a reasonable cost, are the most common type of mitigation for highway noise when project-related noise levels exceed specific criteria set by FHWA, WSDOT, and ODOT. Noise studies conducted near the abovementioned parks and recreational facilities have determined that noise walls at these sites would not meet WSDOT's feasibility requirement due to level of noise increase, existing levels of ambient noise that would not be mitigated by construction of noise walls, and cost. Please see Section 3.11, Noise and Vibration, for more detail about the noise analysis and proposed mitigation. Under the LPA with highway phasing, the construction of the I-5/SR 500 interchange would be delayed, thereby delaying increased noise at Leverich Community Park and Kiggins Sports Fields/Stadium.

The LPA would provide safer and more direct bicycle and pedestrian connections throughout the project corridor than the existing facilities; some of these improvements would directly benefit recreation, parks, and trails. Access to the Waterfront Trail from I-5 is currently provided by paths that are steep, circuitous, and/or have very short sight distances. These paths extend from the north ends of the I-5 bridges to Columbia Way, which users have to cross before accessing the trail. The LPA would include the construction of a new multi-use path as part of the northbound I-5 bridge; this path would travel underneath the bridge to connect directly to the trail along the realigned Columbia Way. This future connection would be wider and safer than what exists today, and would directly benefit Waterfront Trail and the parks that it provides connection to, including Waterfront Park, the Confluence Land Bridge, and the VNHR. Apple Tree Park is currently only accessed through a tunnel under the railroad berm or from the VNHR Confluence Land Bridge. With the LPA, the park would be connected to Main Street and would be much more easily accessed from downtown. Likewise, the LPA would improve access to the Land Bridge from Main Street.

The CRC project includes construction the Evergreen Community Connector immediately south of the Evergreen Boulevard crossing. The structure would provide a lid over Interstate 5 between the Riverwest development and the VNHR, providing east-side pedestrian access north of the hospital building and providing visual screening of I-5 from the Barracks Post Hospital and adjacent areas of the VNHR.

In Portland, new, wide multi-use paths beneath the Marine Drive interchange would connect both sides of I-5 to the Expo Center light rail station, East Delta Park, the Marine Drive Multi-use Trail, and the crossing over North Portland Harbor to Hayden Island. These connections would represent a large improvement over the circuitous paths that exist within the loops and ramps of the Marine Drive interchange today. Additional improvements to bicycle and pedestrian facilities along McLoughlin Boulevard in Vancouver would provide improved access to Marshall Community Center, Luepke Senior Center, and Marshall Park and Clark College, as would a new multi-use path linking Fourth Plain Boulevard and McLoughlin Boulevard routed along the east sides of I-5 and the Clark Park and Ride. The LPA would also improve accessibility to Leverich Community Park and Kiggins Sports Fields/Stadium. Under the LPA with highway phasing, these improvements to

Leverich Community Park and Kiggins Sports Fields would be deferred.

The LPA improvements would allow the connection of the Marine Drive Multi-use Trail to the City of Portland's planned extension of the Bridgeton Trail (Exhibit 3.7-9), west of the Marine Drive interchange. Additionally, neither the Waterfront Trail extension nor the 7th Street pedestrian overpass in Vancouver would be precluded by the construction of the LPA. While the 7th Street pedestrian overpass would need to be longer to accommodate the widening of I-5 in that location, the Waterfront Trail extension would be made easier by the project's displacement of the hotel that currently exists in the location of the City's proposed trail extension.

The expansion of the TriMet Ruby Junction Maintenance Facility is not expected to affect any park or recreation resources. The Gresham/Fairview Trail is planned to run along the east side of the existing TriMet facility, and therefore would not be impacted by the expansion, which would occur to the west.

In addition to the direct effects to parks and recreation facilities described above, it is possible that these resources would be indirectly affected by the LPA. Although new development accelerated or facilitated through the LPA is not anticipated to result in the acquisition of, or to block access to, these facilities, these land use changes may still have beneficial or adverse effects on them. Beneficial effects could include new park and recreation facility construction, or operation and maintenance funding contributed by development. Adverse effects could include the potential for additional residents and employees of new development to strain the capacity of existing and planned parks and recreation facilities. For a more detailed discussion of these possible effects, see the CRC Indirect Effects Technical Report, included as an electronic appendix to this FEIS.

LPA LONG-TERM EFFECTS ON RESOURCES PROTECTED BY FLP PROVISIONS

The LPA would require permanent property acquisition from Marshall Community Park in an area protected by provisions of the FLP Program. The required environmental and public process for the use of this land has been incorporated into the CRC NEPA process. The area of impact is approximately 0.1 acre of land on the edge of Marshall Park that is adjacent to an existing I-5 ramp that will be reconstructed by the CRC project. The existing parcel contains a visual buffer from I-5 in the form of several medium-sized trees, some of which would be removed by project construction.

Exhibit 3.7-9

Future Location of Bridgeton Trail



The VCPRD is supportive of the project's acquisition and replacement of the FLP land, as described in Section 3.7.5, Mitigation. The substitution parcel was evaluated for hazardous material risks as part of this FEIS and a Phase 1 hazardous materials evaluation was conducted. The parcel was found to have no issues of concern. The use of the existing FLP parcel would not have a significant impact on the other areas of the park because it is a little-used open space on the periphery of the park. Because this area is adjacent to the existing freeway ramp that would be widened as part of the CRC project, there is no practical alternative area for the project to use besides the FLP land.

RECREATIONAL UTILITY ASSESSMENT OF THE EXISTING MARSHALL PARK FLP LAND

The FLP parcel is described in the original 1986 Application for Federal Surplus Property as a grassy area that is utilized by the public. It is adjacent to a horseshoe pit area and is gently sloping from south to north. The area provides an open space for the park and an area that visitors can use to stretch before recreational activities. The parcel also contains medium-sized trees and provides a partial vegetative buffer between the park and I-5. The CRC project would require approximately 5,461 square feet of the 0.5 acre of FLP land previously granted to Marshall Park. This 5,461 square feet of land represents a small portion of the park's overall recreational utility and does not include any recreational attributes that are particularly unique to Marshall Park. As part of the mitigation for using this small area of FLP land, and in addition to the substitution parcel proposed, the CRC project will replant trees on the Marshall Park property as replacement for any trees removed from the 5,461-square-foot FLP parcel.

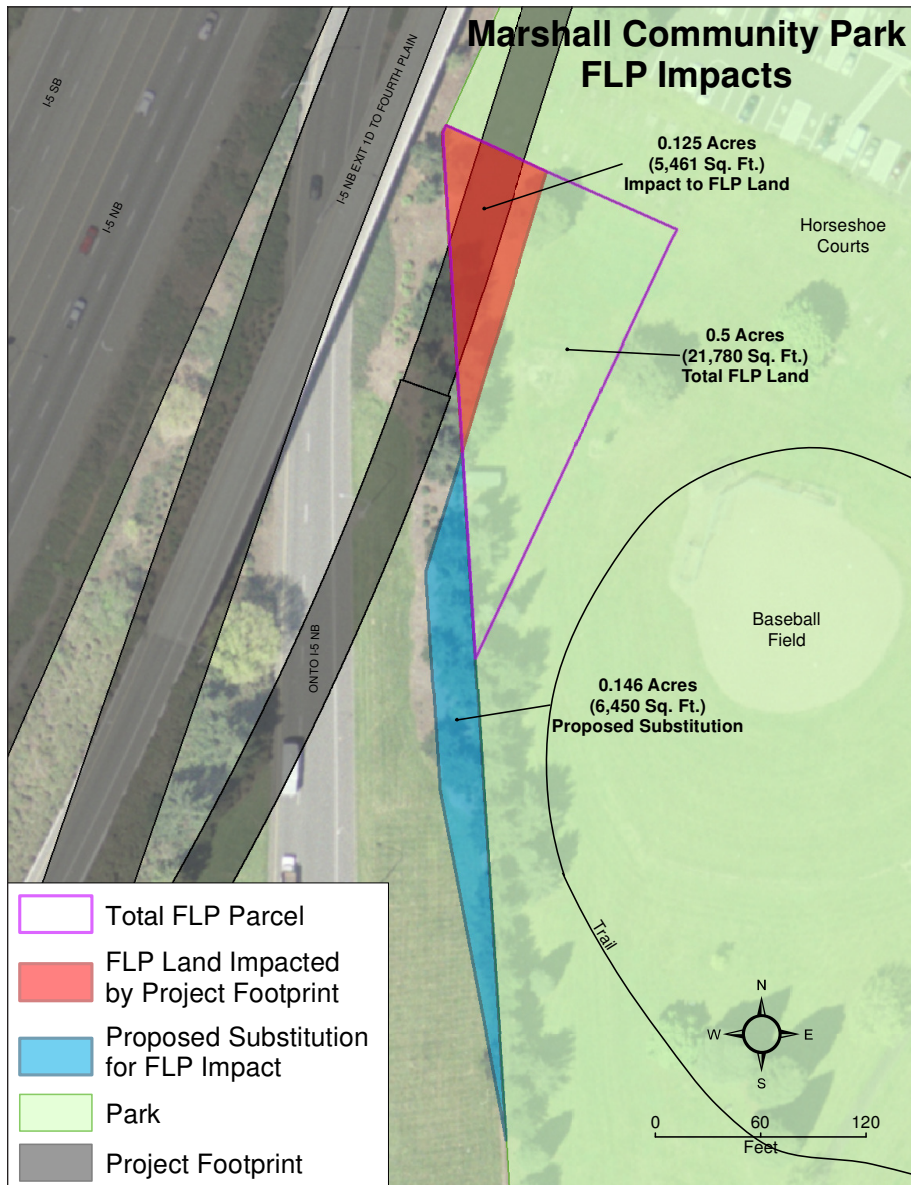
RECREATIONAL UTILITY ASSESSMENT OF THE MARSHALL PARK FLP SUBSTITUTION LAND

As replacement for the 5,461 square feet of FLP land used by the CRC project, the project and VCPRD have identified an approximately 0.15-acre portion of WSDOT property located adjacent to the park and contiguous with a portion of the original FLP land grant. The replacement property contains a linear stand of evergreen trees that acts as a visual buffer between the park and the freeway on-ramp (Exhibit 3.7-10). By conveying ownership of this parcel from WSDOT to the park, VCPRD sees a benefit in being able to maintain and protect the trees that provide a vegetative buffer. Because the substitution parcel is approximately 50 percent larger and contains several additional larger trees, it offers a greater comparable value and recreational utility when compared to the portion of the original FLP parcel that would be acquired by the CRC project. While the proposed substitution land does not represent particularly unique recreational attributes for Marshall Park, the trees that are contained on this parcel are mature and provide a buffer between the parkland and other uses.

All parties have acknowledged that there is a possibility that a portion of both the original FLP parcel and the substitution parcel may be required during construction as a temporary staging or access site. Consistent with FLP guidelines, any non-conforming temporary use would not permanently damage the parcel, would not last more than 180 days, and mitigation would be done to restore the temporarily used area to its original condition or better. The CRC project and the State Liaison Officer (SLO) acknowledge that a full

Exhibit 3.7-10

Marshall Community Park FLP Impacts



conversion of the substitution parcel will result if the temporary use extends beyond the maximum 6-month FLP period.

3.7.4 Temporary Effects

On-site Construction

Temporary effects to park and recreation resources include the temporary use of parkland to stage construction and/or store materials; increased noise, glare, dust, and vibration; and temporary closures, detours, and congestion that could delay users traveling to parks or recreational activities. Under the LPA with highway phasing, the project would delay the temporary effects to Leverich Community Park and Kiggins Sports Fields/Stadium that would occur under the LPA. Needed temporary construction easements of parkland are summarized in Exhibit 3.7-11.

Exhibit 3.7-11

Temporary Construction Easements Needed from Park and Recreation Resources

Resource	Description of Effect from LPA
Kiggins Sports Fields/Stadium	Temporary occupancy of 0.1 acre above acquired subsurface easement for construction of retaining wall.
Leverich Community Park	1.3 acres temporarily occupied for construction of SR 500 westbound to I-5 northbound ramp, utility relocation.
Clark College Recreation Fields	0.2 acre temporarily occupied for transit construction.
Marshall Community Center and Park	0.5 acre temporarily occupied for transit and highway construction and realignment of accesses; 30-40 parking stalls temporarily unusable.
Vancouver National Historic Reserve (VNHR)	0.2 acre temporarily occupied for construction of retaining wall.
East Delta Park	Less than 0.1 acre temporarily occupied for construction of fill wall.

The installation of a retaining wall along I-5 would result in temporary increases in noise and vibration along the main access to the Kiggins Sports Fields/Stadium. Similar temporary effects would be experienced in parks throughout the project area, including: the VNHR, especially in areas along I-5 and SR 14; East Delta Park; Marshall Community Center, Luepke Senior Center, and Marshall Park; Clark College Recreational Fields; Leverich Park; and Waterfront Park and Trail.

There is a possibility that a portion of the land conveyed to Marshall Community Park as a substitution for the acquired FLP land may be required during construction as a temporary staging or access site. This non-conforming temporary use would not permanently damage the value or recreational utility of the new substitution park land, occupancy would not last more than 180 days and mitigation would restore the site to its original condition or better.

No parks protected by Section 6(f) of the LWCF Act will be converted to permanent non-park use, however a temporary occupancy of approximately 421 square feet and lasting less than 180 days at East Delta Park would be required during nearby construction activities. Because East Delta Park has been granted park funds through Section 6(f) of the LWCF Act, this use would constitute a “temporary non-conforming use” under Section 6(f)(3) of the LWCF Act. This would require state approval from OPRD and ultimately approval from NPS. Because the use would be temporary, there would be no requirements for the provision of substitution property; however, mitigation will require bringing this area back to its original state, including re-seeding the lawn in this area and replanting any landscape that would require removal during construction. Criteria for NPS approval of a temporary non-conforming use under Section 6(f)(3) of the LWCF Act include the following:

- Size of the parkland area affected by the temporary non-recreation use, and its lack of significant impact to the other areas of the fund-assisted park.

- Temporary use does not result in permanent damage to the park and mitigation ensures there are no residual impacts on the site after the temporary use is concluded.
- No practical alternatives to the proposed temporary use exist.
- All applicable federal requirements for approval are met.
- The proposal has been adequately reviewed at the state level and has been recommended by the SLO.

The application for approval from NPS for temporary use requires the following documentation:

- SLO recommendation.
- Complete description of the proposed temporary use, including start and completion dates; identification of the portion of the site affected, including a map, and a justification of why the area needed is the minimum necessary for the proposed use; an analysis of alternatives considered; a description of impacts and mitigation and schedule.
- An acknowledgement by the SLO that a full conversion will result if the temporary use extends beyond the maximum 6-month (180 day) period.

East Delta Park has also been granted park funds through UPARR, which is a matching federal grant program for recreational land that is administered by NPS and is administered much like Section 6(f). The process for reviewing this temporary impact is very similar to the Section 6(f)(3) requirements. One difference is that no state approval is required and the local jurisdiction with authority, PP&R, will submit the request to NPS for approval. Because the use is temporary, there are no requirements for the provision of substitution property; however, mitigation will be required to bring this area back to its original state which will include re-seeding the lawn in this area and replanting any landscape that is removed during construction. The criteria for NPS approval of a temporary non-conforming use under UPARR are essentially the same as those for the LWCF program.

Access under I-5 between downtown Vancouver and the river would be maintained throughout the duration of construction, although temporary detours and trail realignments would be required. The Waterfront Renaissance Trail extends directly beneath the area where construction of the new I-5 bridges and demolition of the existing bridges would occur. Trail users would temporarily experience increased levels of noise, changes in views of the Columbia River, glare of construction lighting, emissions from construction equipment, and possibly additional dust from construction activities.

Additionally, during construction at the I-5/SR 14 interchange, connections between downtown Vancouver and SR 14 could be closed for up to 4 years. Drivers attempting to make this movement would be detoured along Columbia Way or Mill Plain Boulevard to reach downtown Vancouver. This would temporarily increase traffic levels on Columbia Way, which is adjacent to the Waterfront Renaissance Trail, posing a risk to trail users crossing into Old Apple Tree Park. Instead of traveling along Columbia Way, drivers could also use the I-5/Mill Plain interchange as an alternative route for getting into downtown Vancouver from SR 14 westbound.

The Evergreen Boulevard overpass would be completely closed for up to 9 months during the reconstruction of I-5 and the construction of the new overpass. This closure would temporarily eliminate a portion of the Discovery Historic Loop Trail, which serves as the only direct east-west connection between downtown Vancouver and the VNHR. Park visitors entering the VNHR from downtown would be detoured north to Mill Plain Boulevard for the accesses at Fort Vancouver Way and E Reserve Street, or south along Columbia Way. Bicyclists and pedestrians traveling to the VNHR could be detoured to Waterfront Trail and Old Apple Tree Park, and would cross SR 14 at the Confluence Land Bridge.

During light rail construction, park users traveling through downtown Vancouver to large recreational events at Esther Short Park could encounter traffic delays and temporary sidewalk or street closures. Those traveling to the park on I-5 or SR 14 for special events could also encounter traffic delays and detours associated with bridge, interchange, and highway construction and demolition.

Access to and from the Marshall Community Center, Luepke Senior Center, and Marshall Park and Leverich Community Park is currently from streets that would undergo construction. Access to these facilities would be maintained to the maximum extent feasible during construction. It is possible that temporary closures of one access may be needed for short periods of time, although alternate accesses available at both sites would provide adequate detours. In addition to potential temporary access closures, 30 to 40 parking stalls in the parking lot west of the Marshall Community Center and Luepke Senior Center may be temporarily unusable during construction of the Fourth Plain Boulevard exit ramp.

During construction, bicycles and pedestrians using the Marine Drive Multi-use Trail would be detoured to the other side of Marine Drive Boulevard or, at times, to the south side of the Portland Expo Center, depending on the stage of construction. Trail users would connect back to the existing trail at the signalized intersection with N Force Avenue, west of the construction area.

Recreational marine travel and fishing along the Columbia River would be limited during construction of the replacement I-5 bridges and demolition of the existing bridges. Users of the LCRWT and the Lewis and Clark National Historic Trail would be provided with a safe passage route or detours, if necessary, through the construction zone. It is possible that, at times, recreational users may find it difficult to travel through certain areas of the river. For example, during construction or demolition of the shallow-water piers, near shore areas may be closed to recreational use due to safety considerations; users in kayaks, canoes, or wave runners would have to venture out into mid-river detour routes that involve faster flowing water and possible interactions with motorized boats.

Off-site Staging and Casting Yards

Locating staging on the Red Lion at the Quay Hotel in Vancouver site or Port of Vancouver Parcel 1A could increase traffic along Columbia Way or Lower River Road, respectively, which could pose an increased risk to bicyclists

traveling along these popular routes. Use of the other identified staging yard or casting sites is not expected to affect any park or recreational resources.

3.7.5 Mitigation or Compensation

Avoidance and Minimization

The current LPA has incorporated many modifications and decisions that have avoided or minimized impacts to park and recreation facilities. These measures are detailed in Chapter 5, Final Section 4(f) Evaluation. Additional measures to mitigate impacts are described below.

Mitigating Long-term Impacts

Several types of impacts to parks and recreation land require long-term mitigation. Impacts include acquisition of land, introduction of new long-term sources of noise, or negative visual impacts. Long-term mitigation actions for park and recreation impacts are described below.

As noted earlier, Marshall Community Center and Park would require replacement property for the acquisition of approximately 5,461 square feet of Federal Lands to Park (FLP) land currently in the park. The City of Vancouver is supportive of the project's acquisition and replacement of the FLP land. Vancouver Clark Parks and Recreation District (VCPRD) has indicated a preference for replacing the land to be acquired with an approximately 0.15-acre portion of WSDOT property located adjacent to the park and contiguous with the original FLP land granted in 1986. The replacement property contains a linear stand of evergreen trees that act as a visual buffer between the park and the freeway on-ramp (Exhibit 3.7-10). By conveying ownership of this parcel from WSDOT to the park, VCPRD sees a net benefit in being able to maintain and protect the trees that provide a vegetative buffer. Because the substitution parcel is approximately 50 percent larger and contains several additional larger trees, it offers at least comparable value and recreational utility to that of the portion of the original FLP parcel that would be acquired for transportation use. In addition to the substitution parcel, the project would replace any trees removed from the acquired FLP land with 3-inch to 4-inch caliper dbh trees in an area immediately adjacent on Marshall Community Park property to maintain a visual barrier between the park and the roadway.

Ongoing coordination between the City of Vancouver, VCPRD, FHWA, FTA, WSDOT, and NPS would continue beyond the publication of this FEIS, and conveyance of the substitution property would occur before any permanent use of the original FLP parcel. Further information on this FLP conveyance can be found in the CRC Parks and Recreation Technical Report, included as an electronic appendix to this FEIS.

The acquisition of a portion of Waterfront Park and the displacement of the park improvements, including the Boat of Discovery Monument, Waves Plaza and other improvements, would be mitigated through a land transfer, relocation of the Boat of Discovery Monument, and other improvements for the park as described in Chapter 5, Final Section 4(f) Evaluation. The project is coordinating with the City of Vancouver to utilize vacated state right-of-way beneath the existing I-5 bridge landings in Vancouver. This area would be incorporated into the City's planned expansion of Waterfront Park

Exhibit 3.7-12

Waterfront Park and Trail Beneath Existing I-5 Bridges



(Exhibit 3.7-12). In addition, WSDOT would provide the City with use of portions of the land under the new bridge span for park and recreation use. The project would also relocate and rebuild Waterfront Trail.

There are local permits and approvals that govern the mitigation for trees removed at Waterfront Park, Marshall Community Park and Leverich Park in Vancouver and areas in Portland. Specific tree replanting mitigation requirements on each property would be determined by the City of Vancouver or City of Portland urban forester during the tree removal permitting process and are dependent on the health of the trees at the time of removal. The location and type of this replanting would also be coordinated with VCPRD and PP&R. Trees would be replanted in the same or similar location as the trees removed, depending on the location of the original tree in relationship to the new highway location. This would allow for the new trees to serve the same or similar function as the existing trees, such as buffering or screening the park or recreation facility from transportation facilities.

The project would provide mitigation for long-term impacts to parking and access to resources through changes to signage and parking configuration. This would include the provision of adequate signage for any limited or closed access points and changed routes. The project would work with park managers to adopt a joint public information campaign for permanent closures.

At Marshall Community Center and Park the project would mitigate for the permanent loss of one off-street parking stall at Marshall Community Center and Luepke Senior Center by re-striping the existing parking lot to accommodate more spaces and/or developing a shared-use agreement to allow park visitors use of the proposed Clark Park and Ride during off-peak hours. These mitigation measures would be instituted prior to the start of highway and transit guideway construction to partially offset the loss of stalls temporarily displaced during construction. Mitigation would also include signs in the Marshall parking lot indicating parking is restricted to those using the Marshall facilities.

Across the street from Marshall Community Center, the Central Park and Ride would be designed to benefit adjacent park and recreation resources (e.g., provide new bicycle and pedestrian connections) and minimize unwanted impacts such as increased noise, loitering, vandalism, or litter.

Mitigating Short-term Impacts

Several types of short-term impacts to parks and recreation land require mitigation, including temporary use of land, construction noise, changes in access, or removal of vegetation. Mitigation actions that would be taken for short-term project impacts are described below.

During construction, trees on park property that are near to but not displaced by construction activities would be protected from adverse impacts as directed

by the urban forestry divisions of VCPRD and PP&R. These methods would likely include protecting trees and park facilities from falling debris during demolition of existing ramps and construction of new ramps: installing temporary fencing around trees in the construction area, and concrete curtain barriers with a plywood shield, or a canopy curtain over the top of the tree.

VCPRD expressed concern specifically in regards to the protection of the Heritage Apple Tree at Old Apple Tree Park, shown in Exhibit 3.7-13, during construction. Although no work would be conducted directly adjacent to or above the tree, measures as described above would be taken by the contractor to protect the tree from falling debris during demolition of existing ramps and construction of new ramps near the Old Apple Tree Park.

East Delta Park is protected by provisions of Section 6(f) and UPARR and requires mitigation for temporary or short-term impacts. The project would mitigate for the short-term impacts at East Delta Park by restoring the vegetation to its existing condition or better than it was prior to the beginning of construction. This would include replanting the grassy area with new grass, shrubs or trees, as acceptable to the City of Portland PP&R, FHWA, and NPS. Short-term impacts would not last longer than 180 days.

Additional mitigation for short-term impacts at parks and recreational facilities throughout the project area would include:

- Restore landscaping to original condition following construction, and protect remaining trees close to construction areas.
- Provide adequate signage for any limited or temporarily closed access points and detour routes.
- Maintain safety for bicyclists and pedestrians traveling on trails and between facilities with temporary enclosures, additional signage and lighting, etc.
- In addition, short-term impacts could temporarily limit recreational fishing activities due to access and safety concerns. Signage may be provided to alert recreational fishers of temporary restrictions, and this information could also be distributed for posting to businesses serving them.

Section 3.8 of this FEIS describes more detailed mitigation measures to offset impacts to VNHR, including the Barracks Post Hospital, both of which are protected as historic resources under Section 106 and Section 4(f) of the U.S. Department of Transportation Act.

Exhibit 3.7-13

Heritage Apple Tree with SR 14 Ramp in Background



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