



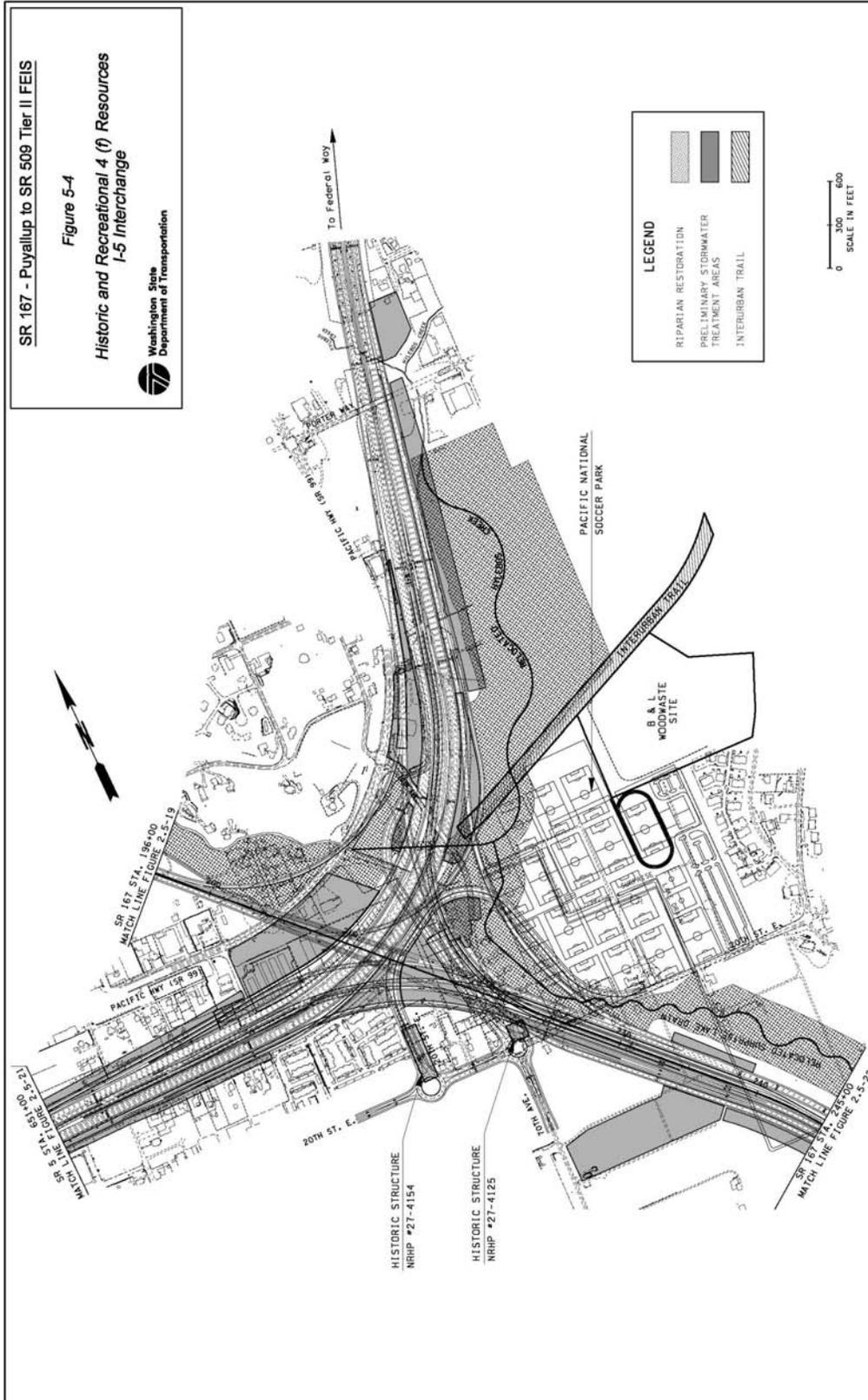
Site Fife-A-1 – This property, known as the Baggenstos Farm, is a complex of buildings located at the proposed wetland mitigation site on N. Levee Rd. The buildings, dating to around 1920, include a farmhouse, vehicle garages, and a large barn that adjoins a dairy barn, loafing shed, and milk house. All buildings other than the garages are presently abandoned. The farmhouse retains good integrity of materials and appearance, but has lost its former association with dairy farming. The other buildings have also lost their historic association and function, and exhibit poor integrity. However, this group of buildings still retains a visibly recognizable association with early farming. It was determined eligible for the NRHP under Criterion A.

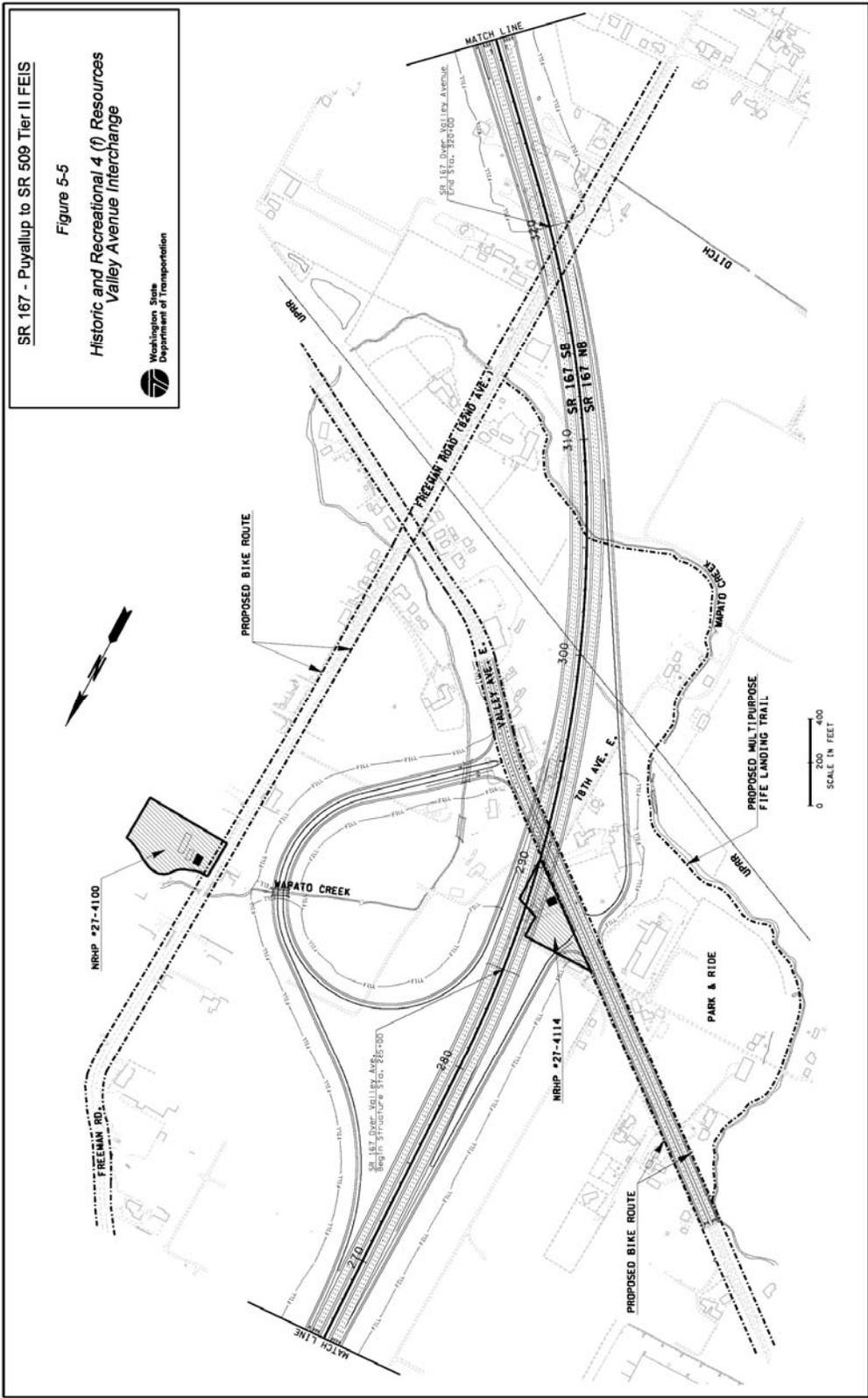


SR 167 - Puyallup to SR 509 Tier II FEIS

Figure 5-4

Historic and Recreational 4 (f) Resources
I-5 Interchange

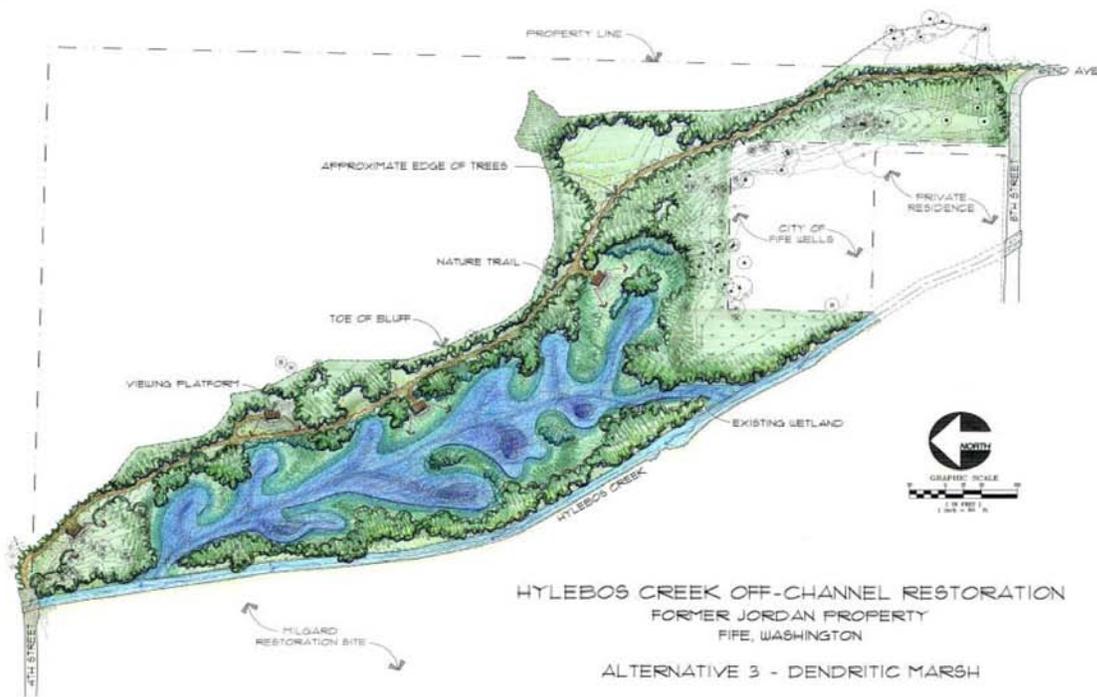




5.4.2 Recreational Resources

The Tier II FEIS describes the existing and proposed parks and recreation facilities in the study area. The following resources have been proposed or identified within the project corridor.

Lower Hylebos Nature Trail – The City of Fife, together with the Commencement Bay Natural Resources Trustees, Pierce County, and the NOAA National Marine Fisheries Service (NOAA Fisheries), have a proposal to design and construct a restoration project adjacent to a tidally influenced reach of Hylebos Creek. The City of Fife owns the site and development of the site is limited to the usable 7 acres of a 15.3-acre parcel, the remainder being steep cliffs. The proposed restoration project will create off-channel habitat for juvenile salmonids and native plant vegetation. The 4(f) recreational resource is the nature trail, including viewing platforms and interpretive signs, that will be added to provide public access and educational opportunities, and, when completed, will be part of the City of Fife park system.



NOAA Fisheries is the lead agency for construction at this site. The City of Fife will operate and maintain the site after completion of construction. The construction program will include parking at the south entrance, near the intersection of 62nd Avenue and 8th Street East (Figure 5-6).

Planned Pacific National Soccer Complex – As early as the year 2000, the City of Fife developed plans for a city owned and run soccer facility. This planned facility would include, at a minimum, 12 lighted soccer fields, training facilities, a specially surfaced field for players with mental or physical disabilities, a headquarters for the Washington State Youth Soccer Association, and 500 to 600 parking spaces. Several locations were analyzed, including a site off North Levee Road and the preferred location on the east side of I-5, just north of 20th Street East and east of 70th Avenue East. The development of this complex is a joint project of the City of Fife, the Washington Youth Soccer Association, and the Tacoma-Pierce County Junior Soccer Association. The City of Fife currently owns the preferred site, and the associations will build the facilities. Pierce County has partnered with both the City of Fife and the City of Milton to provide parking for both this planned facility and the planned improvements to the Interurban Trail. Funding for this project is contingent on providing the minimum of 12 fields.

The City of Fife initially purchased a 41-acre site off North Levee Road in March of 2001. The North Levee Road site is outside the project footprint. Further analysis performed by the City of Fife of the site determined that the original land was too costly to develop and too remote from the commercial district and I-5. The estimated cost of utility extension and access improvements was \$8 million. The city is currently evaluating offers for the sale of this property, and the property was analyzed in the *SR 167 Conceptual Mitigation Plan* (CH2M HILL and Montgomery Water Group, Inc. [MWG], 2004) as an alternative wetland mitigation site.

The preferred 54-acre site adjacent to I-5 was identified by the City of Fife in late 2002. Initial plans were presented to the public in June 2003 and showed a combination of turf and grass soccer fields on three levels along with associated buildings and parking (Figure 5-4.) Located next to flood-prone Hylebos Creek, the site will be tiered to accommodate flood control. The lower level would flood often during the winter during off-season. The second level would also flood but not as frequently, and the third level, turf fields, would remain dry. The City of Fife has purchased the property, hired a design firm, and is hoping to begin phased construction as early as 2006.

As a planned facility there is no current usage, but the City of Fife has estimated as high as 50,000 families per month will access the site once operational and open to the public. The soccer complex site is also adjacent to the southern terminus of the planned Interurban Trail.

Planned Interurban Trail – The City of Milton purchased the abandoned Puget Sound Electric rail-bed as a multi-use bicycle/pedestrian trail route, and hired a consultant to develop it. They hope to begin construction on a 10- to 12-foot paved path with 2-foot gravel shoulders in 2006. This 33-acre trail begins by I-5 north of 20th Street East and east of 70th Avenue East, adjacent to the City of Fife planned Pacific National Soccer complex, and proceeds northeasterly for approximately three miles (Figures 5-4 and 5-7).



As a planned facility, there is no estimate of the number of users per year. Construction would be in three phases, potentially starting near the proposed I-5 interchange for the SR 167 project

This property will be improved using Washington Wildlife and Recreation Program Funding administered under the Washington State Office of the Interagency Committee (IAC)². By IAC policy, should a sponsor (the City of Milton) convert any portion of the project to a non-recreational use, that conversion must be approved by IAC. The conversion policy can be found in IAC Manual 7 Funded Projects, page 10, March 17, 2004.

If a portion of the trail will be converted, the City of Fife would be required to replace what was converted at their own cost with a replacement of equivalent recreational value, location, and use. Depending on the size of the conversion, it may require IAC Board approval. The City of Fife would be required to go through the conversion process as outlined in the manual listed above. To briefly summarize the process, all alternatives to the conversion must be considered. There must be justification to support the proposed replacement, as well as site plans for the conversion site and proposed replacement site.



Riverfront Trail – This existing City of Puyallup multi-use trail extends along the south levee of the Puyallup River from the Milwaukee Avenue Bridge westward to the vicinity of 4th Street NW. It is 10 to 12 feet wide, paved, and passes beneath the two SR 167 Puyallup River bridges on its own structure. Current usage is estimated at 20 persons per day, if a public agency acquires the property for ROW. (Figure 5-8). The Puyallup Tribe of Indians currently owns the land within the planned trail.

Planned North Levee Trail – This planned City of Fife trail is shown in the *Comprehensive Parks, Recreation, and Open Space Plan* as located on North Levee Road, extending from Freeman Road northwest to the I-5 bridge over the Puyallup River with a connection to 20th Street East. Trails on transportation rights-of-way are not usually subject to Section 4(f) protection, but as a planned facility some parts of the trail may extend beyond the public street system. Portions of the trail that are proposed along Wapato Creek could be subject to Section 4(f) protection (Figure 5-3).

Puyallup Recreation Center – The recreation center consists of two adjacent facilities, a 25,000-square-foot indoor recreation center, and a 16-acre park with three multi-use softball/baseball fields and an overlying soccer field. Also included are a children’s playground and passive area, and a walking/jogging trail (Figure 5-3).

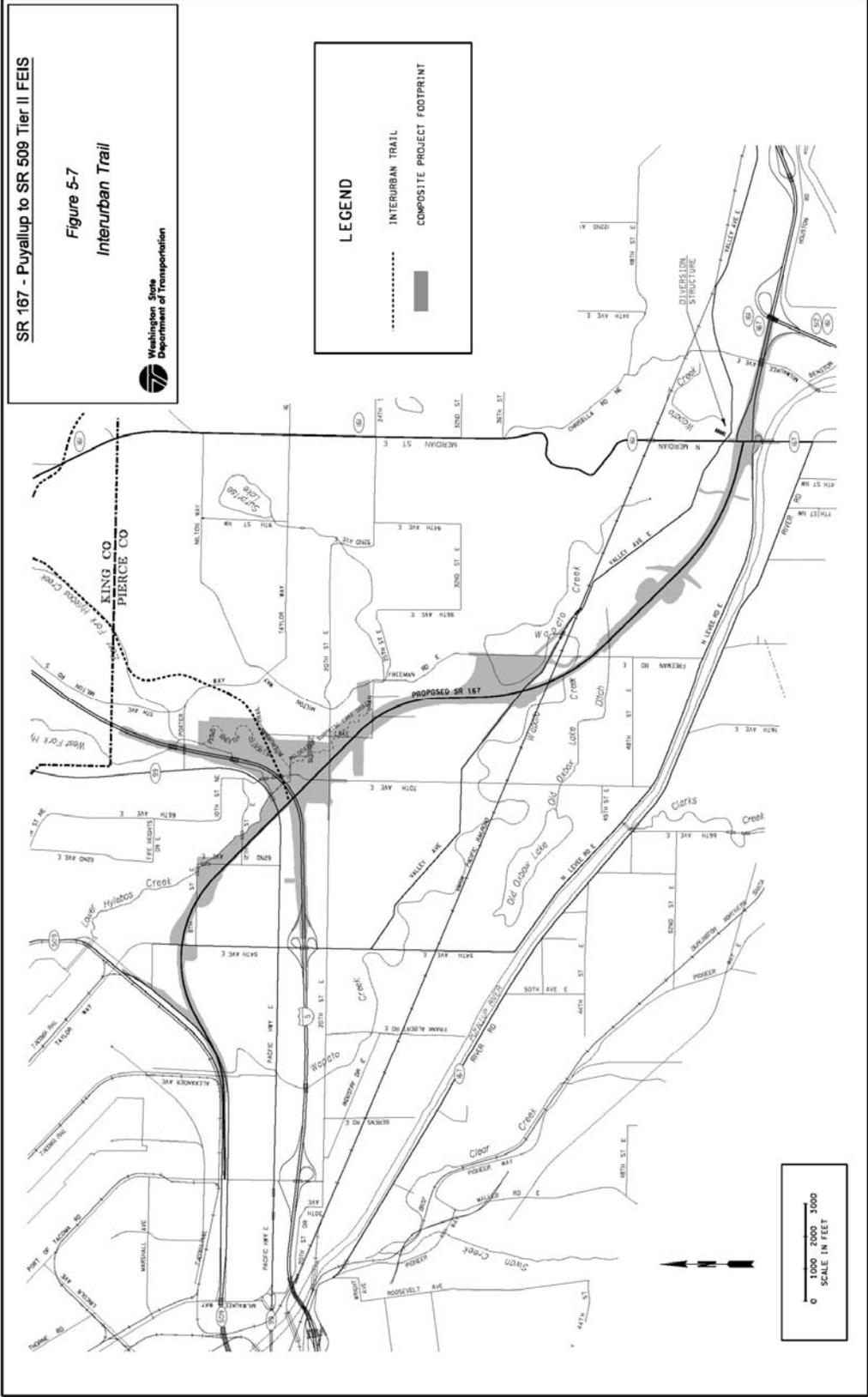
² The Office of the Interagency Committee is a state agency that serves the *Interagency Committee for Outdoor Recreation (IAC)* and the *Salmon Recovery Funding Board*. The agency's staff, under the guidance of a director appointed by the Governor, implement policies and programs established by the two Boards, the Legislature, and the Governor.

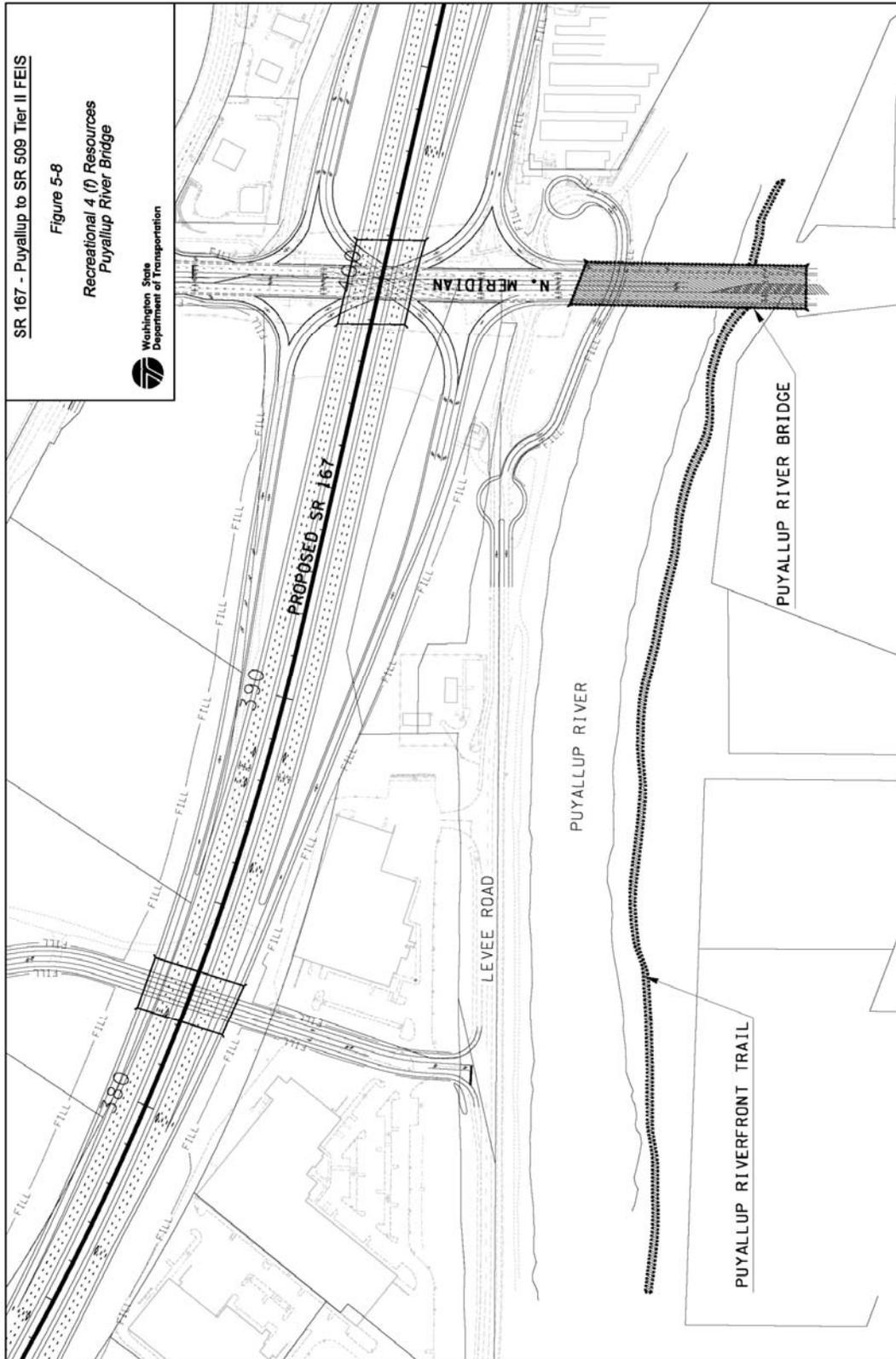
Figure 5-7
Interurban Trail



LEGEND

- INTERURBAN TRAIL (dashed line)
- COMPOSITE PROJECT FOOTPRINT (solid grey area)





SR 167 - Puyallup to SR 509 Tier II FEIS

Figure 5-8

Recreational 4 (f) Resources
Puyallup River Bridge



5.5 Other Park, Recreational Facilities, Wildlife Refuges, and Historic Properties Evaluated Relative to the Requirements of Section 4(f)

The purpose of this discussion is to address Section 4(f) requirements relative to other park, recreation facilities, wildlife refuges, and historic properties in the project vicinity. The Build Alternative does not result in a use of these other Section 4(f) resources. The discussion of each resource either documents (1) why the resource is not protected by the provisions of Section 4(f) or (2) if it is protected by Section 4(f), why the build alternative does not cause a Section 4(f) use by (a) permanently incorporating land into the project, (b) temporarily occupying land that is adverse to the preservationist purposes of Section 4(f), or (c) constructively using land from the resource.

There are no wildlife and waterfowl refuges impacted by this project.

Some 70 historic properties within the area of potential effect were surveyed, with only those listed above being found eligible for the NRHP and therefore subject to Section 4(f) protection.

The following additional existing or planned recreation facilities are within the general vicinity of the project:

- Wapato Creek Trail
- Wapato Pointe PUD Trail
- Autumn Grove Trail
- Fife Landing Trail
- Fife Landing Trail Addition
- Fife Landing South Trail

Fife Landing South Trail – This trail extension, shown in the City of Fife Comprehensive Plan 2002 Update, would follow Wapato Creek, crossing proposed SR 167 south of Valley Avenue and west of Freeman Road (Figure 5-5). As a planned facility, no estimate of the number of users is available. The Puyallup Tribe currently owns the land within the planned trail. Currently, no public agency owns the proposed trail corridor needed for ROW. Therefore, the Planned Fife Landing South Trail is not a 4(f) facility.

The remaining five existing and proposed trails listed above are all outside of the impact area of the project. Therefore, the provisions of Section 4(f) are not triggered.

5.6 Description of Use

5.6.1 Historic Resources

Of the five resources eligible for protection under Section 4(f), the project will require use of three historic residences (Table 5-2).

Table 5-2: 4(f) Use – Historic Resources Eligible for the NRHP

Parcel Number ¹	DAHP ² Number	Address	Section 4(f)Use	Description
P168	27-4154	6803 20th St. E.	Yes – demolition	Residence
P202	27-4125	7001 20th St. E.	Yes – demolition	Residence
P239	27-4114	7717 Valley Ave. E.	Yes – demolition	Residence
P490	27-4160	3423 Freeman Road	No	Residence
(Baggenstos Farm)	Fife-A-1	N. Levee Rd.	No	Farmstead

¹Assigned by WSDOT

²Department of Archaeology and Historic Preservation

Site 27-4154 – Under the preferred build alternative, there would be a use of this historic residence. The property is directly within the proposed relocation of 20th Street East and construction of a roundabout. It is proposed that the structure be offered for sale to a buyer willing to relocate the structure. The structure would be demolished if no qualified buyer was identified in one year.

Site 27-4125 – Under the preferred build alternative, there would be a use of this historic residence. The property is within the proposed I-5 interchange structures. It would also be adversely affected by the proposed relocation of 70th Avenue East with associated roundabout at the corner of 70th Avenue East and 20th Street East. It is proposed that the structure be offered for sale to a buyer willing to relocate the structure. The structure would be demolished if no qualified buyer was identified in one year.

Site 27-4114 – Under the preferred build alternative, there would be a use of this historic residence. Proposed widening of Valley Avenue East will adversely affect the property. The residence would be demolished by the proposed realignment of Valley Avenue with Valley Avenue Realignment interchange option. The Freeman Road and Valley Avenue (preferred) interchange options would require use of the property as well. The building would be under the proposed structure for mainline SR 167 and on the inside of the northbound SR 167 off-ramp, limiting access and increasing noise impacts to the residence.

Under the preferred Valley Avenue interchange option, the structure could be offered for sale to a buyer willing to relocate the structure. The structure would be demolished if no qualified buyer was identified in one year.

Site 27-4160 – Under the preferred build alternative, no use, nor any constructive use, is expected of this historic residence. Although interchange options include widening of Freeman Road on the front (west) side of the site, the project will be designed to avoid any property acquisition.

Noise impacts were assessed in the Tier II DEIS and noise modeling near the site indicates noise levels will remain under 63-dBA under future buildout conditions with the proposed project. A noise wall for this area was determined to be not feasible and not reasonable because it is not possible to achieve a 7-dBA reduction. Visual impacts will be avoided, as the property front on Freeman Road currently has an extensive hedge system. In addition, the project proposes to install riparian plantings in the property directly across from the site on Freeman Road. These plantings of a riparian forest combined with an interchange off-ramp that is not elevated, will minimize the visual impacts from the project.

Site Fife-A-1 (Baggenstos Farm) – Under the preferred build alternative, there would not be a use of this historic farm. WSDOT will design the compensatory wetland mitigation site to avoid any identified 4(f) resource.

5.6.2 Recreational Resources

Of the seven recreational resources eligible for 4(f) protection, the project will require use of a planned facility and a multi-use trail (Table 5-3).

Table 5-3: Section 4(f) Use – Recreational Resources Eligible for 4(f) Protection

Recreational Resource	Location	Section 4(f)Use	Description
Planned Lower Hylebos Nature Park (Trail)	Adjacent to Milgard Restoration Site	No	Multi-use trail
Planned Pacific National Soccer Park	I-5 Interchange	Yes – land acquisition	Soccer facility
Interurban Trail	I-5 Interchange	Yes – land acquisition	Multi-use trail
Riverfront Trail	Puyallup River Bridge	No	Multi-use trail
Planned North Levee Trail	N. Levee Rd.	No	Multi-use trail
Puyallup Recreation Center	WSP Weigh Stations	No	Community recreation center

Planned Lower Hylebos Nature Trail – The 4(f) recreational resource is the nature trail, including the viewing platforms and interpretive signs. Under the preferred build alternative, access to this proposed trail will be limited by the removal of 8th Street East and 62nd Avenue East. There is no required use of this proposed trail. FHWA and WSDOT met with the City of Fife on May 8, 2003, and June 2, 2004, to discuss access issues for this proposed restoration project. The City of Fife has stated that a change in the location of proposed parking (at 8th Street East) would require an amendment to the city’s Shoreline Permit although an alternative access point to this site, 4th Street East, exists. In addition, NOAA Fisheries and its partners (the U.S. Army Corps of Engineers [COE]) do not currently support changing the location of access to the site. Access to this proposed trail exists through 4th Street East, therefore, there will be no constructive use of this 4(f) facility. FHWA and WSDOT will continue to work closely with the City to address parking and access needs as project design is finalized.

Planned Pacific National Soccer Complex – Based on the project footprint of the proposed I-5 Interchange, relocation of 20th Street East, and the relocations

of Hylebos Creek and Surprise Lake Drain with associated buffers as shown in the February 2003 Tier II DEIS and a preliminary design drawing from the City of Fife depicting a potential 18 soccer fields at the complex site (Figure 5-4). Through minimization measures and coordination with the City of Fife, use of these soccer fields has been limited to 6 of the currently designed 18 soccer fields (Figure 5-13).

Interurban Trail – The relocation of Hylebos Creek, mitigation for stream fill, would require use of approximately two to three acres at the southerly terminus of the trail (Figures 5-4 and 5-7).

Riverfront Trail – This existing trail beneath the two SR 167 Puyallup River bridges will require access to the path be limited during construction, for safety reasons. The ownership of the trail would not change; there will be no adverse change to the function of the trail; and no land would be acquired from the trail. FHWA, WSDOT, and the City of Puyallup are committed to work cooperatively in identifying an acceptable interim route for the trail during the course of construction. (See Appendix H.)

Noise impacts in the vicinity of the Riverfront Trail were assessed in response to comments received on the SR 167 Tier II DEIS. Existing noise levels range from 65 to 71 dBA. Noise modeling indicated that future conditions without the project will cause noise levels to increase from 2 to 9 dBA. Future build out with the project will cause noise levels to increase an additional 1 dBA. Although the projects contributions to noise impacts are minimal, a noise wall along the south shoulder of SR 167 between Milwaukee Avenue East and SR 167/161 was found to be both feasible and reasonable. Noise mitigation will be provided at this location. Visual impacts are not anticipated at this site, as there will be no substantive change to the trail area from the project. Therefore, there is no constructive use of the site.

Planned North Levee Trail – This planned trail is proposed to run adjacent to one of the proposed wetland mitigation sites in the *SR 167 Conceptual Mitigation Plan* (WSDOT 2005). Part of the wetland mitigation proposal at this site includes breaching of the Puyallup River dike and N. Levee Rd. to provide hydraulic connectivity for the wetlands being established. WSDOT has not identified a preferred mitigation site(s), therefore there is no use of this planned trail by the project at this time. Should that change in the future, a separate 4(f) evaluation will be circulated.

Puyallup Recreation Center – There would be no ROW acquisition from the center, so no Section 4(f) land would be permanently used by being incorporated into a transportation facility. There would be no access impacts, as access for the center is from the local street system on the opposite side from the highway. The Tier II DEIS and the studies performed in support of it did not indicate any impacts that would affect the function or use of this facility. The aesthetics in the vicinity of the recreation center may be somewhat impacted. The roadway will become a dominant element within the rural setting adjacent to the baseball fields. The lights from cars at night will detract from current views. Mitigation proposed includes use of architectural or vegetative screening to block the view of traffic and planting the embankment side slopes.

The noise study prepared in support of the Tier II DEIS (Parsons Brinkerhoff 2001) indicated noise at the recreation center would increase from 52 dBA to 70 dBA, which is a substantial increase from the existing and no build conditions. The FHWA noise abatement criterion for active recreation areas is 67 dBA. Construction of a noise wall at that location was found to be feasible because a 10-foot-high wall, 2,400 feet long, would provide a 7 dBA-reduction in noise for the Recreation Center. However, it was determined to be not reasonable under established WSDOT criteria.

In a letter dated October 2005 (see Appendix H), the U.S. Department of Interior (DOI) requested that a “scaled-down” version of the 2400-foot-long wall (determined to be not reasonable under established WSDOT criteria) be considered to achieve as much noise reduction as possible. Further analysis was necessary to honor this request.

In November 2005, WSDOT conducted the additional noise analysis at the Recreation Center as requested by DOI. The results of this analysis show that, except for a few outfielders on the baseball field closest to the proposed roadway, most of the Recreation facility would experience noise levels in the 62 to 63 dBA range. Traffic noise below 67 dBA does not interfere with normal conversation. Therefore, most of the users in the center of the ball fields and in the park and playground area would be able to carry on a normal conversation without raising their voices. Placing a noise wall along WSDOT right-of-way, on the edge of the ball fields, would not benefit the majority of the users who are more than 300-400 feet away from the roadway.

Based on the results of the additional noise analysis described above and a meeting with DOI, FHWA, and WSDOT, it was determined that there was not a constructive use of the recreational facility and it would experience noise levels below FHWA’s criteria of 66 dBA.

WSDOT presented these noise analysis findings to the Recreation Center officials in February 2006 and asked them how they felt this would affect the activities at their facility. They did not feel that the future traffic noise would affect their activities. On February 10, 2006, the City of Puyallup Parks and Recreation Department sent WSDOT a letter stating that the future roadway noise will not substantially impair the activities at their Recreation Center. This letter is included in Appendix H, page H-4.

5.7 Avoidance Alternatives

5.7.1 No Build Alternative

The No Build Alternative, while it will avoid impacts to all 4(f) resources, does not satisfy the purpose and need of the project, which is to improve regional mobility, serve freight and passenger movement, reduce congestion and improve safety, improve system continuity between I-5 and the SR 167 freeway, and maintain or improve air quality.

5.7.2 Tier I

The design of a new freeway that would connect existing SR 167 (where it connects with North Meridian in Puyallup) to I-5 and, ultimately, SR 509 is limited to an area between the Puyallup River to the south and Fife Heights (steep slopes) to the north. This narrow section of the Puyallup River Valley is completely within the external boundary of the Puyallup Tribal Reservation and contains a number of tribal trust properties. The Puyallup Tribe has voiced strong opposition to any corridor alternative that requires the use of tribal trust lands. Designs for this new freeway must also factor in existing environmental resources such as Wapato Creek, Oxbow Lake, Surprise Lake Drain, and Hylebos Creek; wetlands (over 107 acres of wetlands delineated by the project in this area); and associated floodplains. Furthermore, design options for an interconnection with I-5 are limited to the two existing interchanges (Port of Tacoma and 54th Avenue East) and one potentially new interchange around 70th Avenue East.

With these limitations in mind, corridor alternatives that would provide the necessary connections within this short segment were evaluated. Tying the proposed SR 167 Extension freeway into the existing I-5 / 54th Avenue East Interchange was never considered a viable option. That interchange and adjoining surface streets are built-out and operating at maximum capacity. The I-5 / 54th Avenue East Interchange, and the signalized 54th Avenue East intersections with 20th Street East and Pacific Highway were all operating at a Level of Service "F" in 1990. Impacts to this industrial/commercial area would require extensive displacement and relocation costs. Several 4(f) recreational resources such as Yamamoto Park, Fife Community Pool, Centennial Park, Wapato Nature Area, Wedge Park, and Dacca Park would be difficult to avoid. Up to 40 known historic 4(f) resources exist within this corridor path.

Rebuilding the entire system, adding additional traffic to this system, and designing a corridor that avoids all 4(f) resources while still meeting the purpose and need of the project was not feasible and was not prudent. Therefore, all corridor alternatives that would connect with the existing I-5 at 54th Avenue East were rejected. None of the corridor alternatives completely avoid 4(f) resources.

This left a total of nine corridor alternatives which were further analyzed. The remaining alternatives were subjected to an initial screening analysis based on several criteria detailed below and were presented for public review.

Use of 4(f) Protected Resources

Eastern Washington University Archaeological and Historical Services (AHS) performed the cultural resources analysis for the SR 167 Tier I FEIS. Background research included consultation with personnel at the DAHP in Olympia prior to 1993. Findings included three properties recorded by Pierce County and an ethnographically documented Puyallup winter village. As confirmed in the Cultural Resource Investigations for the Washington State Department of Transportation SR 167: Puyallup to SR 509 Project, Pierce County, Washington, AHS May 2004, and the June 15, 2004, SHPO concurrence, the three recorded properties (George Hoertrich Electrical Shop, the Golden Rule Motel, and the Firwood School Gymnasium) do not meet the National Register Criteria.

However, a number of recreational 4(f) resources were identified, including the Fife Community Pool, the proposed Nisqually Delta/Mount Rainier Trail, the proposed Wapato Creek Nature Trail, the Puyallup Recreation Center, and various bike trails.

Tribal Trust Lands

Corridor alternatives that would minimize impacts to Tribal Trust Lands were carried forward. Acquisition of Tribal Trust Lands would be entirely dependent on whether the Puyallup Tribe is a willing seller of their entrusted property and the tribe clearly indicated its opposition to such a sale.

Avoidance of Wetlands, Streams, and Floodplains

Corridor alternatives that would have substantially greater impacts to wetlands, streams, or floodplains were determined to be not feasible or prudent. Any impacts to these resources require a permit from the COE, per Section 404. The permitting agency clearly indicated that only alternatives that avoided or minimized impacts to these resources would meet permit requirements.

Of the nine corridor alternatives, six alternatives would impact tribal trust lands while at the same time having substantially greater impacts to aquatic resources such as wetlands, streams, and floodplains. In addition, all of these alternatives would impact 4(f) resources. Due to these increased environmental impacts, the opposition of the Puyallup Tribe to use of tribal trust properties, and the impact to additional 4(f) resources, these corridor alternatives are not feasible and prudent avoidance alternatives.

Only three corridor alternatives avoided all of the then identified 4(f) resources, including the then proposed Riverfront Trail, proposed Wapato Creek Nature Trail, North Levee Bike Route, and the Puyallup Recreation Center, as shown in Figure 5-9.

Pursuant to 23 CFR §771.135(o)(2), the three remaining corridor alternatives in Tier I were reviewed based on additional design details and identified 4(f) resources. Figure 5-10 shows the overlay of the three Tier I corridor alternatives and current identified 4(f) resources.

Tier 1 Corridor Alternative 1

Based on the current analysis of 4(f) facilities, the following historic and recreational 4(f) resources would require a use by Corridor Alternative 1:

- Historic 4(f) resource: the Baggenstos Farm (Fife A-1)
- Recreational 4(f) resources:
 - Planned park adjacent to 54th Avenue East
 - Planned North Levee Trail
 - Existing Autumn Grove trail

All potential historic 4(f) resources may not have been identified for this corridor, as the cultural resource survey performed for the Tier II document was limited to the preferred Tier 1 Corridor Alternative 2.

Figure 5-9

Tier I Existing and Proposed Recreational Areas

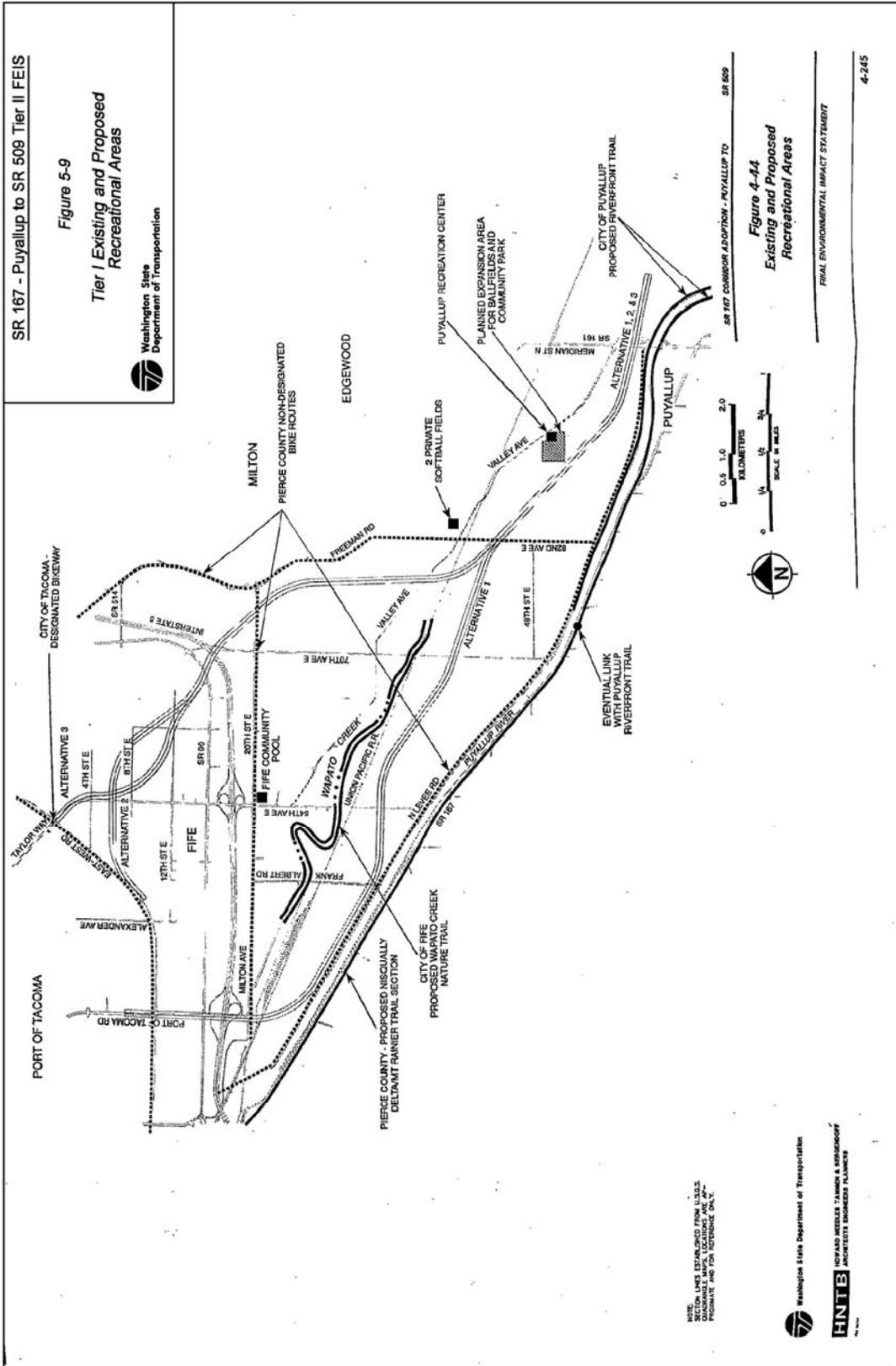


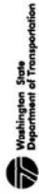
Figure 4-44
Existing and Proposed Recreational Areas

FINAL ENVIRONMENTAL IMPACT STATEMENT



HNTB HOWARD NEEDLES TAMMO & BERENSON ARCHITECTS ENGINEERS PLANNERS

Figure 5-10
Current 4 (f) Resources
Tier I Corridor Alternatives



LEGEND

- EXISTING BIKE ROUTE
- ○ ○ ○ ○ PROPOSED BIKE ROUTE
- EXISTING MULTIPURPOSE
- ○ ○ ○ ○ PROPOSED MULTIPURPOSE
- ■ ■ ■ ■ PARKS / RECREATION SITES
- ▨ ▨ ▨ ▨ ▨ PROPOSED PARKS

