

Chapter 5: Section 6(f) Analysis

5.1 Introduction

This chapter addresses the requirements of Section 6(f) of the Land and Water Conservation Fund Act (LWCF Act) of 1965 as amended for the Interstate 15 (I-15): Farmington to Salt Lake City Environmental Impact Statement (EIS) in Davis County and Salt Lake County, Utah. Section 6(f) applies to parks or recreation areas acquired, developed, or improved with assistance from the LWCF.

This chapter identifies Section 6(f) resources in the Section 6(f) evaluation area, determines impacts to those resources, and describes the coordination efforts made to address Section 6(f) issues and concerns.

Section 6(f) Evaluation Area. The Section 6(f) evaluation area is the area adjacent to the Action Alternative right-of-way where Section 6(f) resources could be affected, as generally illustrated in Figure 5.4-1, *Section 6(f) Parks Overview*, on page 5-5. This evaluation area is limited in size because Section 6(f) applies only to directly impacted parks or recreation areas acquired, developed, or improved with assistance from the LWCF.

What is Section 6(f)?

Section 6(f) of the Land and Water Conservation Fund Act applies to parks or recreation areas acquired, developed, or improved with assistance from the Land and Water Conservation Fund.

5.2 Regulatory Setting

The LWCF Act of 1965, as amended, is codified at 54 United States Code (USC) Chapter 2003. The purpose of the Act is to assist in preserving, developing, and ensuring accessibility to outdoor recreation resources for present and future generations. Section 6(f) of this Act applies to properties that receive funding from the LWCF State Assistance Program. Section 6(f) includes provisions to protect the federal investment and quality of the resources developed with LWCF assistance. Converting a Section 6(f) property to uses other than outdoor recreation (such as transportation uses) requires a replacement property of reasonably equivalent usefulness and location and of at least equal fair market value and approval from the National Park Service (NPS).

5.2.1 Section 6(f) Impacts and Conversion Options

Once the Utah Department of Transportation (UDOT) determines that a project could impact a Section 6(f) property, the following options are available:

1. **Conversion.** A conversion of use occurs when a site identified by the 6(f) boundary map is wholly or partially converted to a use other than public outdoor recreation. No property acquired or developed with LWCF assistance may be converted to other than public outdoor recreation uses without the approval of the Secretary of the Interior. The Secretary's approval depends on the substitution of other recreation properties of at least equal fair market value and of reasonably equivalent usefulness and location (NPS 2021; Utah Division of State Parks, no date). The Secretary also considers whether the proposed conversion and substitution is in accordance with the then-existing statewide comprehensive outdoor plan. To qualify, the replacement property must be contiguous with the current site, or another existing park or recreation area, and otherwise meet the eligibility requirements for an acquisition grant (NPS 2021). Small conversions are partial conversions in which no more than 10% of the whole LWCF-assisted area will be converted to a use other than public outdoor recreation.
2. **Temporary nonconforming uses.** Temporary nonconforming uses of the 6(f) property lasting less than 6 months are not considered conversion and do not require replacement property. A temporary use shall not result in permanent damage to the LWCF-assisted area. Appropriate measures will be taken to ensure that the outdoor recreation area is restored for public recreation use and there are no residual impacts on the site once the temporary use is concluded (NPS 2021).

5.3 Proposed Action

Chapter 1, *Purpose and Need*, of this EIS describes in detail why the I-15: Farmington to Salt Lake City Project is needed and presents the purpose of the project. Chapter 2, *Alternatives*, describes the alternatives that are evaluated in this EIS, including the Action Alternative that is being evaluated in detail. This section summarizes the project purpose and need and the alternatives.

5.3.1 Need for the Project

As described in Section 1.4.1, *Need for the Project*, in Chapter 1, *Purpose and Need*, I-15 between Farmington and Salt Lake City has aging infrastructure and worsening operational characteristics for current and projected (2050) travel demand, both of which contribute to decreased safety, increased congestion, lost productivity, and longer travel times. East-west streets that access or cross I-15 are important to connect communities and support other travel modes such as biking, walking, and transit. When I-15 and its interchanges do not support travel demand, traffic is added to the local streets, which affects both the regional and local transportation system as well as safe, comfortable, and efficient travel by other travel modes.

What is travel demand?

Travel demand is the expected number of transportation trips in an area. Travel demand can be met by various modes of travel, such as automobile, bus, commuter rail, carpooling, and bicycling.

5.3.2 Purpose of the Project

The purpose of the I-15 project is to improve safety, replace aging infrastructure, provide better mobility for all travel modes, strengthen the state and local economy, and better connect communities along I-15 from Farmington to Salt Lake City. The project purpose consists of the following objectives, which are organized by UDOT's Quality of Life Framework categories of Good Health, Connected Communities, Strong Economy, and Better Mobility.

5.3.2.1 Improve Safety

- Improve the safety and operations of the I-15 mainline, I-15 interchanges, bicyclist and pedestrian crossings, and connected roadway network.

5.3.2.2 Better Connect Communities

- Be consistent with planned land use, growth objectives, and transportation plans.
- Support the planned FrontRunner Double Track projects and enhance access and connectivity to FrontRunner, to regional transit and trails, and across I-15.

5.3.2.3 Strengthen the Economy

- Replace aging infrastructure on I-15.
- Enhance the economy by reducing travel delay on I-15.

5.3.2.4 Improve Mobility for All Modes

- Improve mobility and operations on the I-15 mainline, I-15 interchanges, connected roadway network, transit connections, and bicyclist and pedestrian facilities to help accommodate projected travel demand in 2050.

5.3.3 Alternatives Evaluated in the EIS

Based on the results of the alternatives development and screening process, UDOT advanced the following alternatives for further study in this EIS:

- No-action Alternative
- Action Alternative

The Action Alternative includes the five general-purpose lane and one high-occupancy/toll lane mainline concept combined with the concepts for each of the five geographic areas that passed Level 1 and Level 2 screening. For more information about the alternatives screening process, see Chapter 2, *Alternatives*.

The Action Alternative also includes the following subarea options:

- Farmington
 - 400 West Option
 - State Street Option
- Bountiful 400 North
 - Northern Option
 - Southern Option
- Bountiful 500 South
 - Northern Option
 - Southern Option
- Salt Lake City 1000 North
 - Northern Option
 - Southern Option

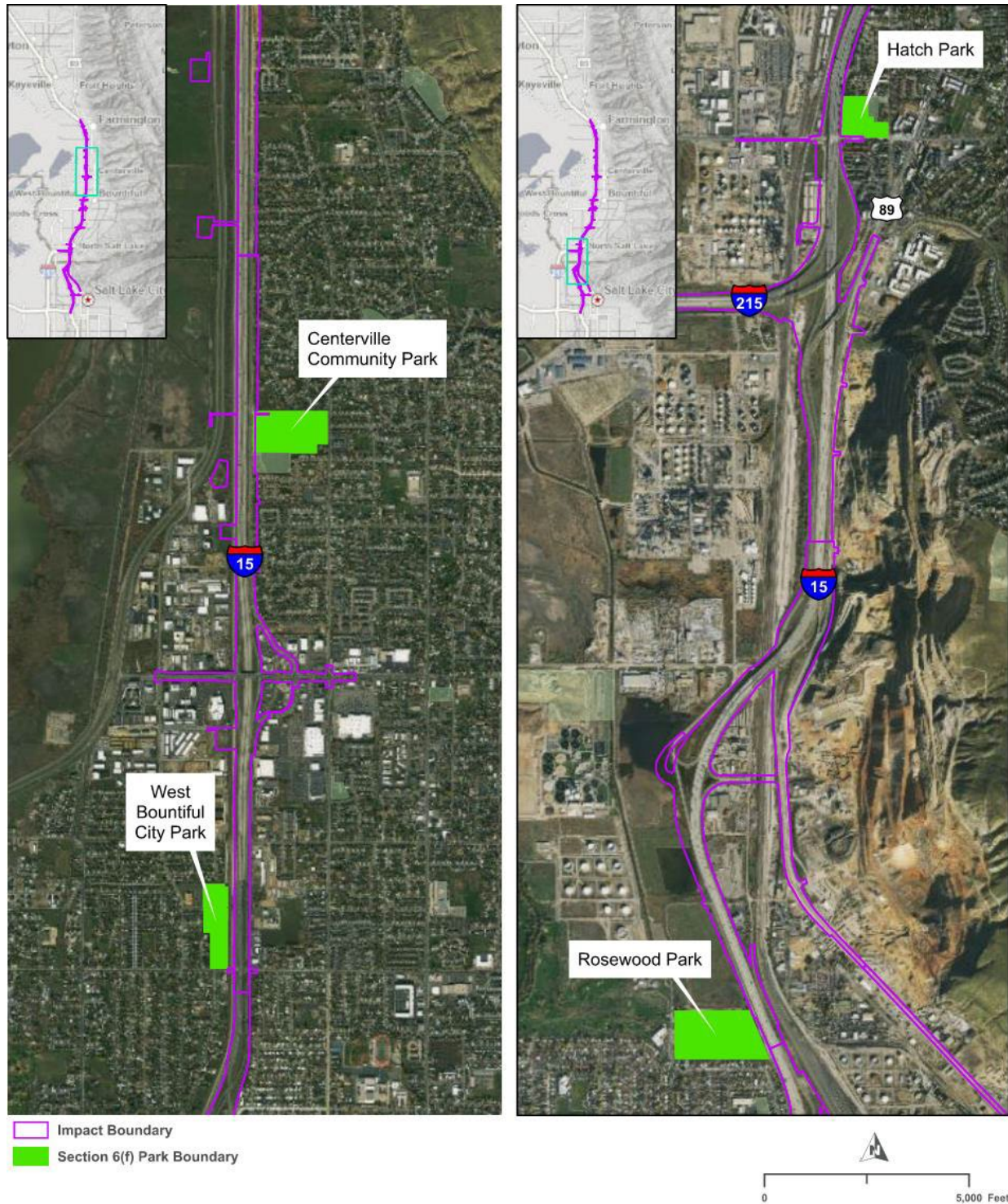
5.4 Identification of Section 6(f) Resources

Table 5.4-1 lists the four existing parks that have been determined by UDOT to be Section 6(f) properties and that are in the Section 6(f) evaluation area. Figure 5.4-1 below shows the Section 6(f) parks and the LWCF boundary areas.

Table 5.4-1. Section 6(f) Parks in the Section 6(f) Evaluation Area

Name and Section 6(f) Project Number	Ownership and Management	Size of Property within LWCF Boundary	Recreation Features	Location
Centerville Community Park 49-00325-H	Centerville City	23.95 acres	Multisport fields, jogging path, playground, sand volleyball courts, and pavilions	1350 North 400 West, Centerville
West Bountiful City Park 49-00171, 49-00313	West Bountiful City	14.50 acres	Boweries, playgrounds, basketball court, volleyball courts, and baseball fields	550 West 1600 North, West Bountiful
Hatch Park 49-00034	City of North Salt Lake	10.9 acres	Baseball diamond, grills, boweries, picnic tables, playground, soccer field, tennis court, volleyball court, and walking trail	50 W. Center Street, North Salt Lake
Rosewood Park 49-00211	Salt Lake City	26.0 acres	Playground, multipurpose fields, jogging/walking path, volleyball court, picnic tables, and skate park	1400 North 1200 West, Salt Lake City

Figure 5.4-1. Section 6(f) Parks Overview



SECTION 6(F) PARKS OVERVIEW

I-15 EIS: FARMINGTON TO SALT LAKE CITY

5.5 Impacts to Section 6(f) Resources

Table 5.5-1 lists the Section 6(f) properties for which there would be impacts from the Action Alternative.

Table 5.5-1. Section 6(f) Impacts from the Action Alternative

Name	Ownership and Management	Size	Figure	Impact and Use by the Action Alternative
Centerville Community Park	Centerville City	23.95 acres	Figure 5.5-1	Conversion <ul style="list-style-type: none"> 0.61 acre (2.5% of park)
Hatch Park	City of North Salt Lake	10.9 acres	Figure 5.5-2	Temporary non-conforming use <ul style="list-style-type: none"> 0.19 acre

There would be no permanent or temporary impacts to West Bountiful City Park or Rosewood Park from the Action Alternative because the Action Alternative would shift improvements to I-15 east away from these two parks. These two parks are not discussed further in this chapter.

The sections below provide more detail about the impacts to Centerville Community Park and Hatch Park.

5.5.1 Centerville Community Park

The Action Alternative would permanently convert to transportation use 0.61 acre (2.5%) of the 23.95-acre area of Centerville Community Park protected under Section 6(f). The additional lanes that would be constructed on I-15 with the Action Alternative would require relocating Frontage Road and the sidewalk to the east, which would impact the western edge of the park by converting this acreage to transportation use. The conversion of park property to transportation use would occur on the existing park strip area between the existing sidewalk and parking lot (Figure 5.5-1). The impacts would not result in any loss of parking or access and would not impact any of the existing recreation amenities of the park. Temporary impacts to park access (such as access closures or detours) might be needed due to the reconstruction of the driveway accesses to the parking lot.

As part of the Action Alternative, UDOT would also construct a new grade-separated crossing for pedestrians and bicyclists that would start at the Centerville Community Park and go over Frontage Road, I-15, the Union Pacific and Utah Transit Authority (UTA) FrontRunner rail lines, and Legacy Parkway and would connect with the Legacy Parkway Trail and the Denver and Rio Grande Western Trail on the west side of Legacy Parkway (Figure 5.5-1). This grade-separated crossing would enhance the recreation use of Centerville Community Park by providing a critical regional trail network link for pedestrians and bicyclists on the east side of I-15 to access the regional Legacy Parkway and Denver and Rio Grande Western Trails on the west side of Legacy Parkway. This new grade-separated crossing would use about 0.14 acre of Centerville Community Park. However, since this use would qualify as a permanent recreation facility that enhances the recreation attributes of Centerville Community Park, it would not be considered a conversion.

As this Draft EIS is being released, UDOT is coordinating with Centerville City regarding potential replacement properties and mitigation for impacts to the park.

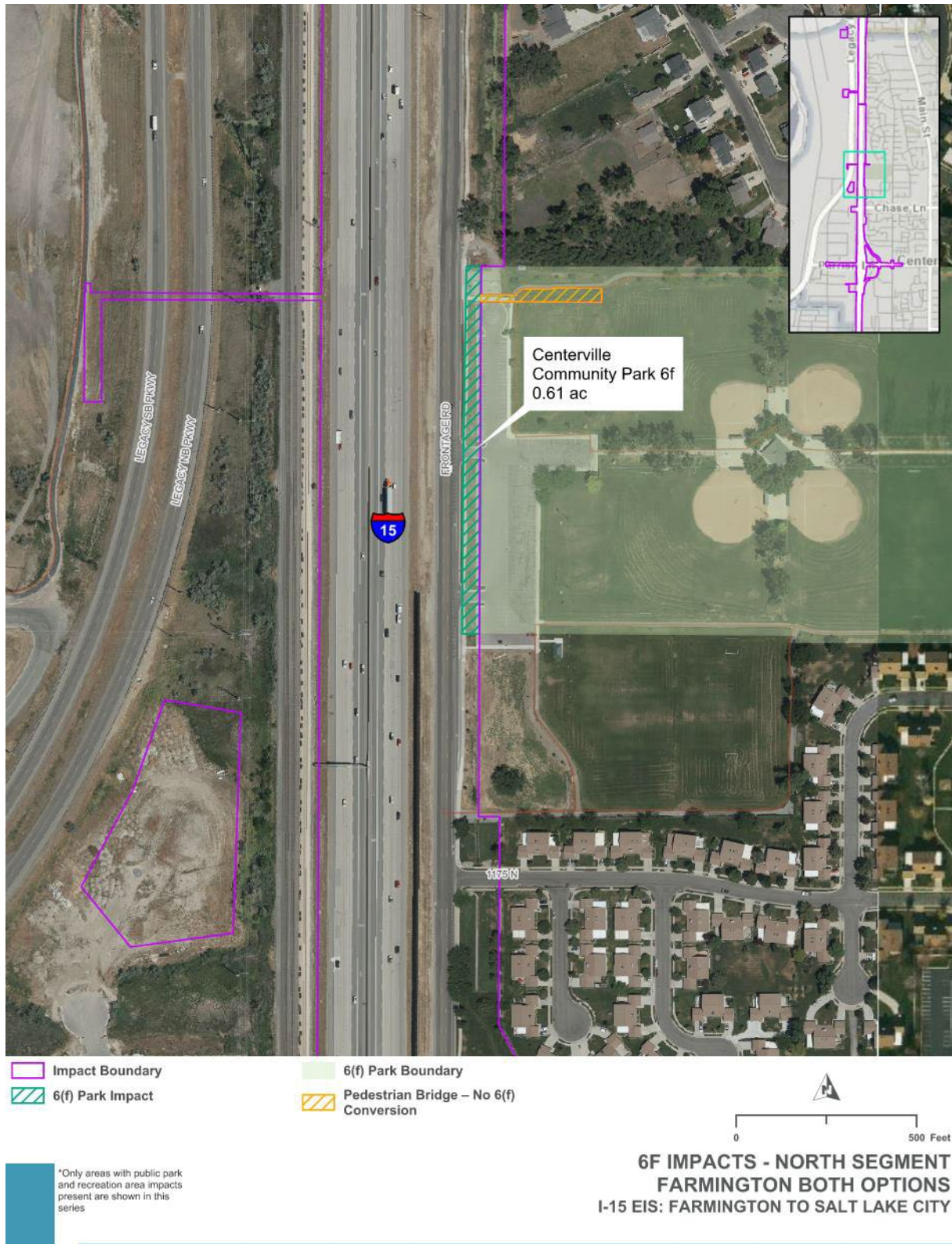
Converting 0.61 acre of Centerville Community Park would likely qualify as a small conversion if the following conditions can be met (see Chapter 8.F.9 of NPS 2021 for more details about the small conversion conditions):

- No more than 10% of the whole Section 6(f) area would be converted to transportation use. With the Action Alternative, 0.61 acre, or 2.5%, of the 23.95-acre area of Centerville Community Park protected under Section 6(f), would be converted to transportation use.
- This replacement property would need to be contiguous with an existing park or recreation area.
- Minor or no environmental impacts would occur to resources being removed from Section 6(f) properties, to the remaining Section 6(f) property, or to the contiguous new replacement recreation area.
- The proposed conversion would not be controversial.

If suitable contiguous replacement property is not available or if UDOT cannot meet the other small-conversion criteria listed above, UDOT would need to follow the conversion procedures of the LWCF Act and look at replacement properties in different locations.

UDOT will consult with the State LWCF Coordinator to comply with the conversion procedures of the LWCF Act, including evaluating all practical alternatives to the proposed conversion, obtaining substitution recreation properties of at least equal fair market value and of reasonably equivalent usefulness and location, and preparing a Proposal Description and Environmental Screening Form with the appropriate National Environmental Policy Act (NEPA) documentation for both the converted property and the replacement property.

Figure 5.5-1. Section 6(f) Impacts to Centerville Community Park



5.5.2 Hatch Park

The Action Alternative would temporarily impact 0.19 acre of the 10.9-acre Hatch Park. These temporary impacts would include relocating the sidewalk on the south side of Hatch Park farther north between the west parking lot entrance and I-15, replacing the existing noise wall on the west side of Hatch Park, and extending the existing noise wall farther south (Figure 5.5-2). These activities would likely require temporary nonrecreation activities within the park to construct the new sidewalk and the noise wall. There would be no conversion of ownership of the park with these improvements. The total park acreage would remain the same, and the park parcels would continue to be owned by the City of North Salt Lake. The improvements would not impact parking or access.

These activities would likely qualify for a temporary nonconforming use because:

- Constructing the sidewalk and the noise wall would take less than 6 months.
- The size of the area affected by the temporary nonrecreation use would not significantly impact public outdoor recreation use. The temporary uses would occur in areas that are not actively used for recreation, including a storage area and a landscaped berm west of the walking trail and ball fields.
- The temporary use would not permanently damage Hatch Park. The area would be restored for public recreation use, and there would be no residual impacts once construction is complete.
- No practical alternatives to the proposed temporary use exist.

UDOT will submit a request for temporary use to the State LWCF Coordinator. Documentation will include start and completion dates, identification of the affected area and map, an analysis of alternatives to the proposed temporary use, a description of immediate impacts and any residual or long-term impacts, and a description of the actions that will be taken to restore the site for public outdoor recreation use. The LWCF Coordinator will then submit the proposal to NPS for its review.

Figure 5.5-2. Section 6(f) Impacts to Hatch Park



5.6 Coordination

UDOT has consulted with the State LWCF Coordinator to determine the LWCF boundary areas of Section 6(f) properties in the Section 6(f) evaluation area and to discuss the potential conversion of Centerville Community Park and the temporary nonconforming use of Hatch Park.

5.7 Mitigation Measures

UDOT proposes to implement mitigation to include the following. Converting Section 6(f) land from recreation use to transportation use requires complying with the conversion procedures of the LWCF Act as described in 36 CFR Part 59, *Land and Water Conservation Fund Program of Assistance to States; Post-completion Compliance Responsibilities*, including obtaining substitution recreation properties of at least equal fair market value and of reasonably equivalent usefulness and location. UDOT would comply with all required LWCF Act procedures pertaining to the conversion of Section 6(f) land from outdoor recreation use to transportation use. No construction activities would occur on Section 6(f) land without prior approval from NPS.

5.8 References

[NPS] U.S. Department of the Interior, National Park Service

- 2021 Land and Water Conservation Fund State Assistance Program Federal Financial Assistance Manual. Volume 71. <https://www.nps.gov/subjects/lwcf/upload/LWCF-FA-Manual-Vol-71-3-11-2021-final.pdf>. Effective March 11, 2021.

Utah Division of State Parks

- No date 6(f) Conversion of Use Procedures. https://stateparks.utah.gov/stateparks/wp-content/uploads/sites/26/2015/04/6F_Conversion_Procedure.pdf.

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