

## **1.0 PURPOSE AND NEED FOR ACTION**

The NPS proposes to improve and enhance JPP, located in the southeastern corner of the City of Alexandria, Virginia. The project includes recreational features, an interpretive plan related to cultural resources, and proposed modifications to parking and access within the park. The elevated WWB traverses JPP. The FHWA has approved improvements to the WWB and affected interchanges within a 7½-mile portion of the Capital Beltway (I-95/I-495). The proposed improvements to JPP are mitigation commitments to the NPS from FHWA for impacts to the park from the WWB Replacement Project.

The NPS signed the initial JPP EA on September 10, 2001. Terrorists attacked on September 11, 2001 crashing commercial airplanes into the World Trade Center in New York City, the Pentagon in Washington, D.C., and a field in Pennsylvania. The initial EA, which evaluated three action alternatives: Alternatives 1, 2 and 3, was circulated for public comment between January 11, 2002 and February 11, 2002. In August 2003, the federal TSA performed a vulnerability assessment and recommended the removal of all parking from beneath the new WWB. After careful evaluation of the risks of parking in JPP, a recommendation was set forth to eliminate all parking and vehicular access within 80 feet of the north and south parapet driplines of the new WWB. There could be an exception for special events if the predefined security measures have been put in place for vehicle inspection assuring safety of the bridge structure.

TSA's recommendation, endorsed by the FHWA and accepted by the MSHA, the VDOT, the City of Alexandria, and the NPS (owner of JPP) has resulted in the need to reassess the parking, access, and security components of the park design. This EA evaluates five action alternatives that address parking, access, and security issues in JPP.

The need for the proposed action is based on:

- The lack of a current comprehensive management plan for JPP.
- Required mitigation commitments for impacts from the WWB Replacement Project (protection of JPP resources and recreational opportunities).
- Required security measures in JPP due to recommendations contained within the *Vulnerability Reduction Design Considerations for the Woodrow Wilson Bridge Replacement Project* (June 2002).

The primary purposes of the proposed action are to:

- Develop a long-range plan for JPP.
- Identify desired resource conditions and visitor experiences.
- Consider feasible alternatives for future development of JPP.
- Provide educational and recreational opportunities for visitors while protecting park resources.

This EA analyzes the potential impacts resulting from the construction of new parking areas, turnaround and access roads, recreational improvements, and perimeter barriers that are proposed in JPP. Jones Point Park Drive was closed to public use in May 2006 due to demolition of the existing WWB. The construction contracts for JPP parking, access, and security improvements are anticipated to be awarded in summer 2007 with vehicular access reinstated in JPP by the end of 2007. The construction of the park improvements is not likely to begin until the second WWB span is completed in 2008. The access to the southern portion of the JPP would remain open at all times.

This EA has been prepared in accordance with the National Environmental Policy Act (NEPA) of 1969, the regulations of the Council on Environmental Quality (CEQ) for implementing the Act (40 CFR 1500-1508), the NPS Director's Order 12 (*Conservation Planning, Environmental Impact Analysis, and Decision-making*, 2001), and the National Historic Preservation Act (NHPA) of 1966, as amended.

## **2.0 BACKGROUND**

### **A. JPP Description**

JPP is an approximately 65-acre park located in the southeastern corner of the City of Alexandria that is owned by the NPS under the jurisdiction of the George Washington Memorial Parkway. JPP contains many recreational amenities such as multi-use fields, natural areas, a finishing pier (used for fishing activities), historic resources, pedestrian trails, and bike paths (Figure 1). A *Final Environmental Impact Statement (FEIS)/Section 4(f) Evaluation* in 1997 and a *Final Supplemental Environmental Impact Statement (FSEIS)/Section 4(f) Evaluation* in 2000 fully documented studies of the WWB Replacement Project, including JPP.

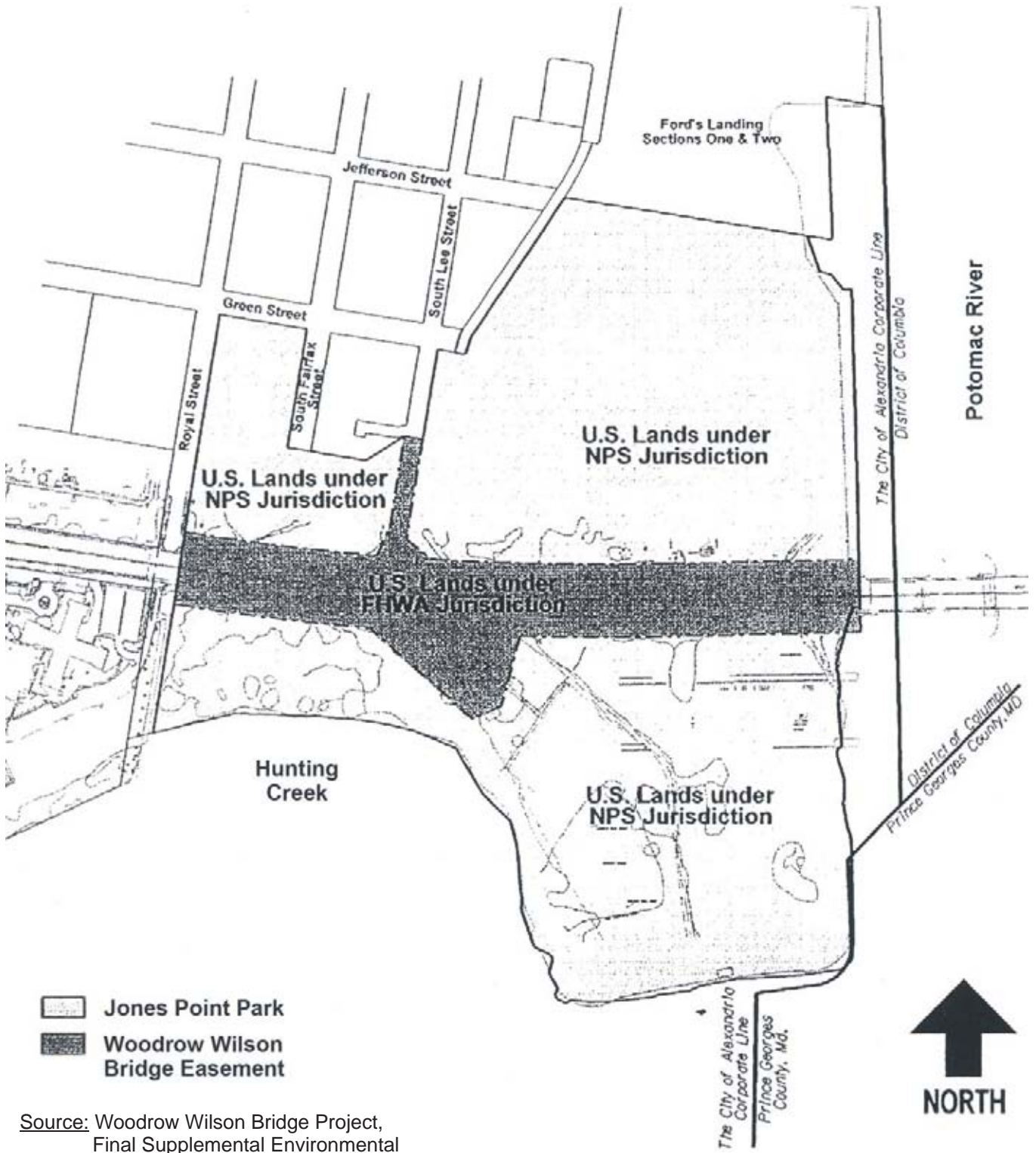
An approximately 10-acre parcel of land that contains the WWB is within JPP (Figure 2). This land is owned by the United States and is under the jurisdiction of the FHWA (formerly Bureau of Public Roads). The FHWA granted an easement encompassing approximately 9 acres of land to the VDOT for the purpose of maintaining the existing WWB until the bridge is replaced. Although FHWA permitted free use of this land as a public convenience for parking and access from Royal Street, the land under and around the existing WWB has never been owned by a park agency, designated as a park, or used for recreational purposes. Therefore, FHWA's land under and around the WWB is not eligible for Section 4(f) consideration.



To facilitate construction and maintenance of the new WWB, the FHWA conveyed approximately 10 acres of land under their jurisdiction to the NPS for park and recreational uses. The result of this conveyance increased the size of JPP to an approximate total of 65 acres and consolidated three discontinuous areas of JPP under the sole jurisdiction of the NPS. However, VDOT maintained a perpetual easement that is approximately 5 acres larger than the current bridge easement (Figure 3). To compensate for the larger permanent easement under and around the new bridge, the FHWA would improve and enhance this portion of JPP so that the area would be useable and functional parkland suitable for recreational uses not currently available.



**For illustrative purposes ONLY.**

Jones Point Park Environmental Assessment		
<b>Preconstruction Conditions June, 2001</b>		
June, 2006	Not To Scale	Figure 1



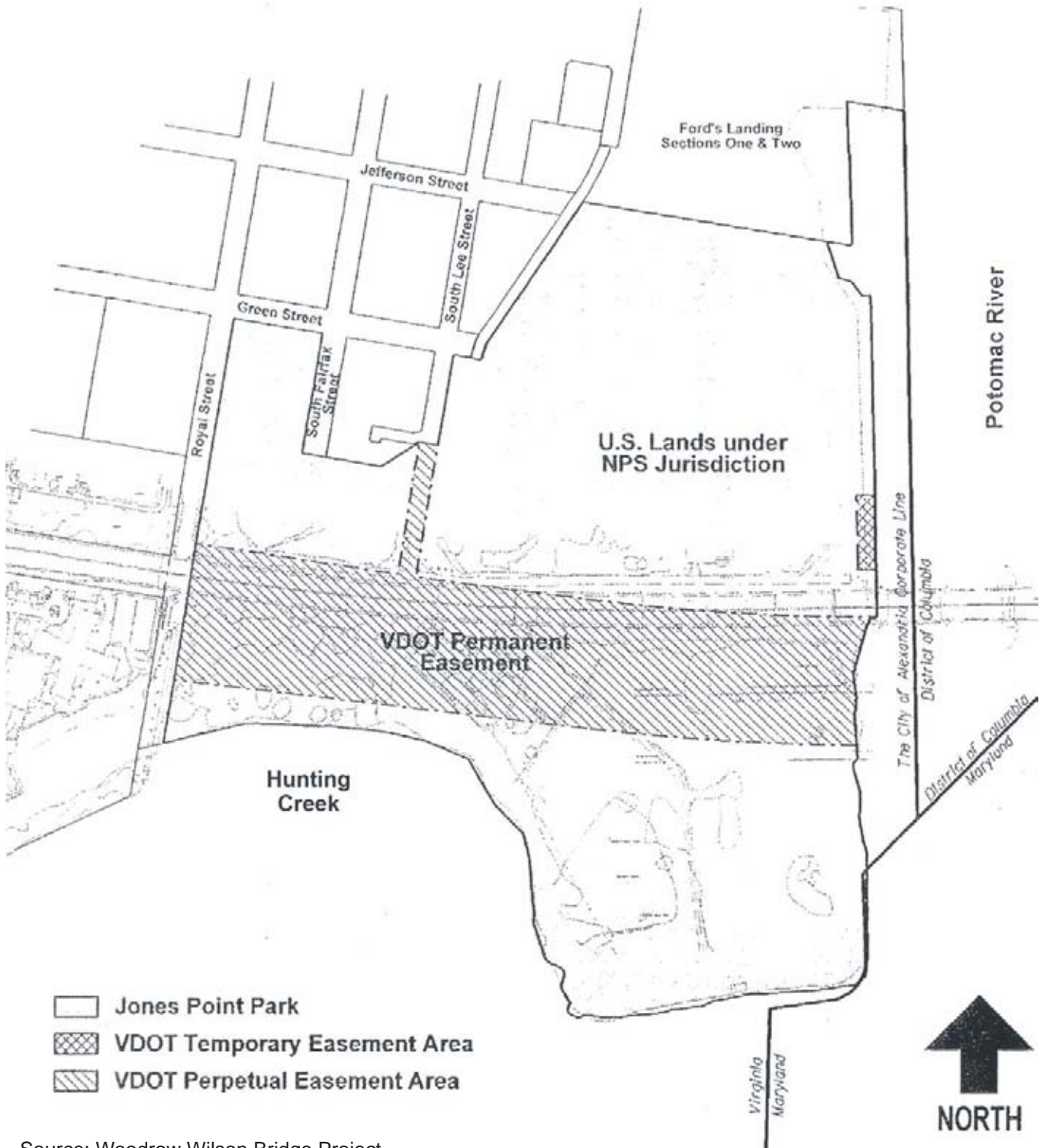
-  Jones Point Park
-  Woodrow Wilson Bridge Easement

Source: Woodrow Wilson Bridge Project, Final Supplemental Environmental Impact Statement. Section 4(f) Evaluation

	Hectares (Acres)
Total Property (U.S. Lands)	26.078 (64.4403)
NPS Jurisdiction	21.903 (54.1225)
FHWA Jurisdiction	4.175 (10.3178)

**For illustrative purposes ONLY.**

Jones Point Park Environmental Assessment		
<b>Plat for U.S. Properties (Vicinity of Jones Point Park) - April, 2000</b>		
June, 2006	Not To Scale	Figure 2



Source: Woodrow Wilson Bridge Project, Final Supplemental Environmental Impact Statement. Section 4(f) Evaluation

	Hectares (Acres)
Total Property (U.S. Lands)	26.078 (64.4403)
VDOT Perpetual Easement	6.263 (15.4764)
VDOT Temporary Easement	0.01 (0.2392)

**For illustrative purposes ONLY.**

Jones Point Park Environmental Assessment		
<b>Woodrow Wilson Bridge Perpetual Easement in Jones Point Park - April, 2000</b>		
June, 2006	Not To Scale	Figure 3

## **B. Summary of Park Program and Design**

The proposed improvements to JPP would consist of several elements: a vehicular entrance area to the park at the end of Royal Street; parking areas located north of the WWB; forested areas; active recreational area/multi-use field(s); and a waterfront area along the Potomac River and Hunting Creek. The City of Alexandria would prepare a long-range plan for use of the multi-use fields and access to the Potomac River. JPP proposed improvements include:

### **Recreational Elements**

- Realign the entrance road to the park, which would include landscaping the area between the entrance road and the new WWB to soften the appearance of the bridge structure and installing a park manager's office/comfort station, a park information sign, paved and unpaved trails, and other amenities such as bike racks and water fountains.
- Improve the shoreline, including extending the bulkhead under the new bridge and stabilizing the shoreline near the D.C. South Cornerstone and the Jones Point Lighthouse.

### **Cultural Resource Elements**

- Enhance historic site elements, which would include the rehabilitation and preservation of the Jones Point Lighthouse and the D.C. South Cornerstone, and the interpretation of centuries of human occupation within Jones Point beginning with Native American occupations thousands of years ago, concluding with interpretation of 20<sup>th</sup> century park elements including the WWI Virginia Shipbuilding Corporation (VSC) site.

### **Natural Resource Elements**

- Minimize impacts to wetland areas and provide environmental interpretation of wetland areas where appropriate. Mitigate wetland loss on-site and off-site at a 1:1 replacement rate.
- To the extent possible, preserve existing woodland areas north of the bridge. Mitigate tree loss through additional plantings of native species of trees, shrubs and herbs.
- Manage woodland by controlling invasive plants, removing hazardous trees, and properly pruning mature trees.
- Emphasize a landscape of mixed native grasses, herbaceous and small woody plants as part of the historic theme while minimizing mulch beds and ornamental plants.

### **Security Elements**

- Consider perimeter security devices including: a wall system, bollards, dense plantings, a "ha-ha" wall (depressed wall with slope), a reinforced fence, boulders, and reinforced bleacher seating.

- Consider perimeter barrier concepts with the following general parameters: an 80-foot distance measured from the north and south parapet driplines of the new WWB, a retractable vehicular barrier for bridge tender, emergency, security, and maintenance vehicle access, and a secure parking entrance at the end of Royal Street. (Any proposed perimeter barrier system must not impact any of the archeologically significant elements on the site).

### **C. Summary of JPP Planning Process**

This EA focuses on a group of alternatives identified through an interactive process that incorporated the input of the NPS, VDOT, MSHA, the City of Alexandria, JPP Stakeholder Participation Panel, regional and state government agencies; consultants; and the general public. This interactive process provided the basis of the JPP planning process, the overall goal of which is to create a park that:

- Balances natural, recreational and cultural resources and opportunities.
- Integrates the new WWB as an important element of the park's design.
- Addresses security issues in response to TSA recommendations.

The WWB FEIS was published in 1997. The ROD identified WWB Current Design Alternative 4A (Side-by-Side Drawbridges) as the Selected Alternative, requiring VDOT to maintain a perpetual easement under and around the new bridge that is approximately 5 acres larger than the current bridge easement.

On January 30, 1998, the City of Alexandria filed a civil action against the U.S. Department of Transportation that challenged the 1997 ROD. A Settlement Agreement stated, among other terms, that redevelopment of JPP (e.g. uses, design, materials) would be in accordance with the design programs for the Urban Deck, George Washington Memorial Parkway (GWMP) approaches and JPP, as shown on the documents entitled *Design Program for JPP North Section*, *Design Program for JPP South Section*, and *Design Program for Proposed Urban Deck and Gateway Concept* (refer to the *Settlement Agreement Between the City of Alexandria, Virginia and the United States Department of Transportation*, March 1999).

On February 9, 1999, the Alexandria City Council adopted Resolution No. 1908 that stipulates, in part, that the redevelopment of JPP would be in accordance with specific design programs developed by staff of the City of Alexandria Department of Planning and Zoning. The City Council referred to design programs such as *Design Guidelines for Jones Point Park and the Urban Deck* (City of Alexandria, December 1998) and *Historic Context and Recreation Issues for Jones Point Park, the George Washington Memorial Parkway and Urban Deck* (City of Alexandria, January 1999) that recommended replacing the two soccer fields, though not necessarily in the present location, as the bridge expands to the south.

The WWB FSEIS was published in April 2000. On December 8, 2000, the Alexandria City Council recommended that it approve the design concept plans for JPP with the following modifications:

- Approve the interim plan for JPP with the understanding that the two multi-use fields would be modified to accommodate the retention of the woodland area.
- Approve the final plan for JPP with the following modifications: (a) reduce the size of the two multi-use fields north of the new WWB from 120 x 75 yards to 110 x 60 yards; (b) change the alignment of the western field from a north-south to an east-west direction; and (c) eliminate the secondary bike path that runs through the woodland area to the north of the bridge.

The NPS signed the JPP EA on September 10, 2001 that served as a comprehensive management plan for future development of JPP. However, because of the circumstances surrounding the terrorist attacks on September 11<sup>th</sup>, the NPS did not finalize the 2001 EA recommendations. Since then, extensive coordination has occurred between the NPS, the City of Alexandria, and the FHWA to further develop the mitigation and enhancement plan for JPP. The JPP Development Group comprised of the NPS, City of Alexandria, and other stakeholders recommended a number of key design and programmatic goals and objectives for JPP based on continuing studies for the park. Some of these goals and objectives include:

### **Recreation**

- Reconfigure and relocate the existing soccer fields to an area north of the proposed WWB.
- Provide a large, open events lawn south of the proposed WWB and study the inclusion of a possible stage/presentation area (either naturally built into the landscape or a removable facility).
- Provide uses in addition to parking under the bridge such as rollerblade/skateboard area, hard surface courts for active sports, or other appropriate uses.
- Maintain one fishing pier.
- Develop a new pier and a canoe/kayak access area.
- Maintain the existing community gardens north of the proposed bridge in the Lee Street vicinity.
- Provide a children's play area (tot lot) north of the bridge.
- Provide an interpretive area south of the bridge.

### **Historic**

- Develop an interpretive program for site history including federal, military, industrial, environmental and Native American history.
- Study and complete the repair and rehabilitation of the Jones Point Lighthouse and D.C. South Cornerstone, including the historic seawall, lawn, and picket fence around the JPP Lighthouse and D.C. South Cornerstone to provide appropriate public access and allow for improved treatment and long-term protection of these historic resources.



- Create a physical representation of the location of the D.C. boundary line, on site, that may include a series of equally-spaced stone markers.
- Provide for stabilization, preservation, and interpretation of the VSC's southern shipway.
- Install pedestrian access to the shipway and historic interpretive elements illustrating the scale and nature of shipbuilding, walkways and other site furnishings that reinforce the shipbuilding theme.
- Provide interpretive element(s) for the finishing pier including signage or other site features.
- Interpret Native American history, archeological resources, the ropewalk, military history, as well as other appropriate historic information and create a climbing and play area along the ropewalk (as appropriate to resource preservation).
- Create an historic interpretive area that features the original portion of the Potomac River/Hunting Creek shoreline.

### **Natural Areas and Features**

- To the extent possible, preserve existing woodland areas north of the bridge. Manage woodland by controlling invasive plants, removing hazardous trees, and properly pruning mature trees.
- Mitigate tree loss through additional plantings of native species of trees, shrubs and herbs. Mitigate wetland loss on-site and off-site at a 1:1 replacement rate.
- Mitigate wetland loss on-site at a 1:1 replacement rate. All alternatives except the No-Action Alternative include loss of forest cover and at least 0.34 acres of wetland loss which must be mitigated according to NPS Director's Order 77-1 standards.
- Manage the existing woodlands south of the proposed bridge by controlling invasive species and plants, removing hazardous trees, and properly pruning mature trees.
- Emphasize a landscape of mixed native grasses, herbaceous and small woody plants as part of historic theme while minimizing mulch beds and ornamental plants.
- Minimize impacts to wetland areas and provide environmental interpretation of wetland areas where appropriate.
- Selectively clear vegetation of shoreline along the river on the eastern edge of the park to improve views and vistas of the river.
- Stabilize degraded shoreline areas with appropriate natural methods and minimize impacts to environmentally sensitive areas.

## **Circulation**

### *Pedestrian/Bicycle:*

- Provide enhanced park entrances at the south end of Lee Street and at the intersection of Lee Street and Green Street.
- Maintain and improve walkways along Royal Street.
- Study options for inclusion of the Mt. Vernon Trail through the park including along the shoreline.
- Create a promenade on the finishing pier along the eastern edge of the park by widening and paving the pier, and by clearing surrounding vegetation.
- Create an east-west path through the site connecting the federal District Line walk to the Potomac River walk at the northern end of the VSC finishing pier.
- Provide shore and pier access in select locations.

### *Vehicular:*

- Provide a vehicular entrance to the park at Royal Street.
- Provide sufficient parking (110 spaces) for park patrons and bridge operator (tender).

### *Security:*

The NPS, FHWA, and VDOT developed the project's security measures in response to the *Vulnerability Reduction Design Considerations for the Woodrow Wilson Bridge Replacement Project* (June 2002) and to achieve the following goals:

- Identify and quantify recommended security measures for access to and parking in JPP. Security measures were not analyzed in the previous environmental documentation, so the analysis has been included as part of this EA.
- Integrate perimeter barriers into the design for access and parking in JPP. The NPS has used other perimeter barriers in the region (Washington Monument, Lincoln Memorial) by use of security-enhanced walkways, retaining walls, and berms.

## **JPP Interpretive Plan**

Since January 2001, the FHWA has worked with an Interpretive Plan Group for Cultural Resources (comprised of representatives of the NPS, the City of Alexandria Department of Recreation, Parks and Cultural Activities, Office of Historic Alexandria, and the City of Alexandria Archeology Commission) on the development of a comprehensive interpretation plan for JPP. This work developed critical components of the interpretive plan, especially as these elements relate to interpretive signage in the park. The Interpretive Plan Group has recommended 13 locations for interpretive elements in JPP and presented designs for such elements as a central orientation "hub," entryway signage, and the design of interpretive panels and supports. The Interpretive Plan is available for inspection at the WWB Replacement Project office.

**D. Relationship to Other Plans and Planning Activities**

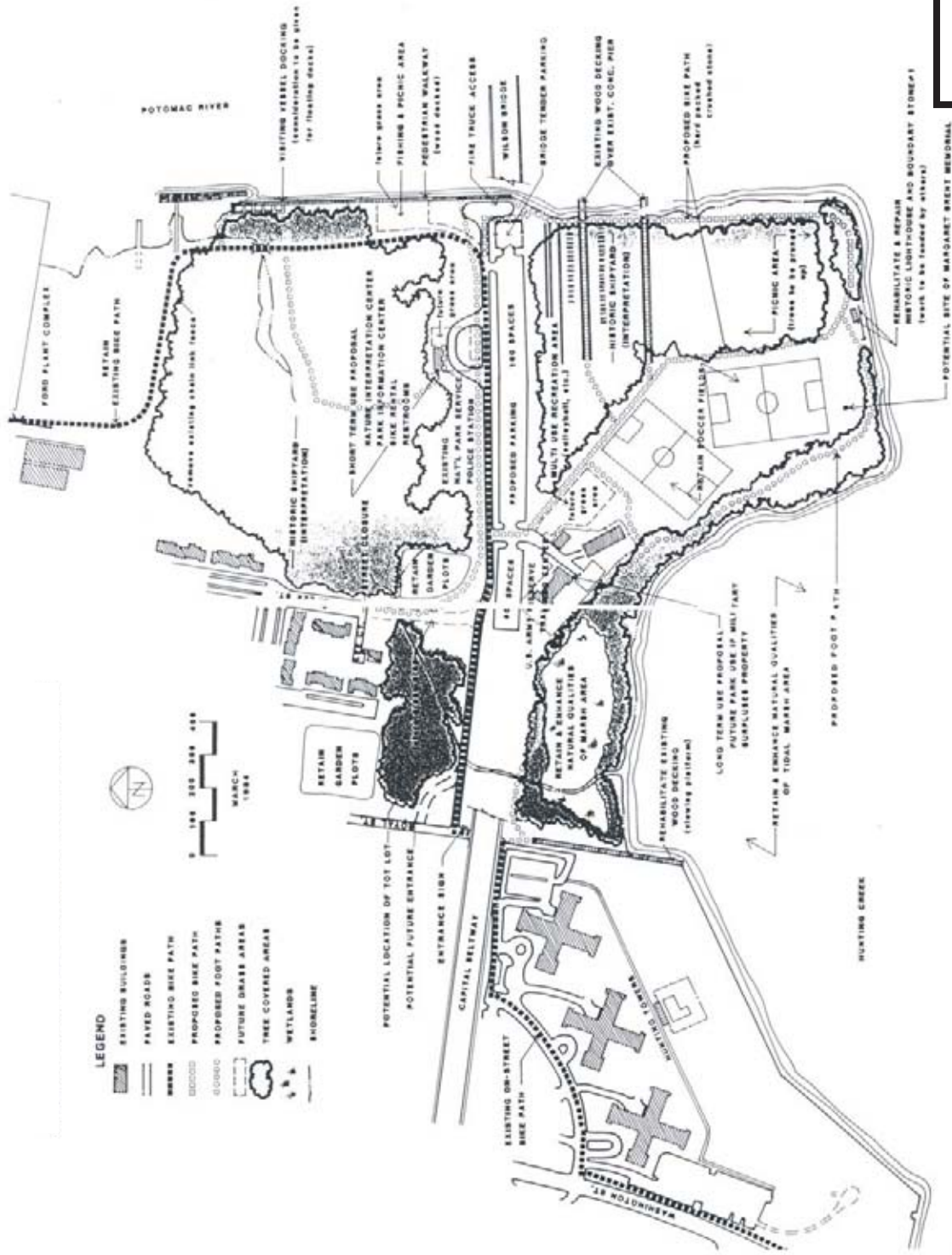
This EA is procedurally connected to the 1997 FEIS and the 2000 FSEIS for the WWB Replacement Project, and addresses the mitigation commitments outlined in the 1997 MOA and ROD prepared for the WWB Replacement Project. The MOA was signed by officials of the FHWA, the NPS, the Advisory Council on Historic Preservation (ACHP), the SHPOs of Virginia, Maryland, and the District of Columbia, as well as representatives of a number of concurring parties, including the VDOT, the MSHA, the City of Alexandria, the Maryland-National Capital Park and Planning Commission (M-NCPPC), Prince George's County, and the Mt. Vernon Chapter of the Daughters of the American Revolution (DAR).

This EA addresses the impacts of improvements to JPP relative to the 1984 *Development Concept Plan* that was prepared by the NPS and the City of Alexandria to preserve, protect, and enhance the natural and historic character of JPP. The *Development Concept Plan* indicated that park improvements would be directed toward fulfilling the following overall goals:

- Provide expanded recreational opportunities for all citizens.
- Improve the quality of recreational opportunities for all citizens.
- Provide for the safety and security of all park visitors.
- Provide an opportunity for understanding the natural and historic environment of the park.
- Ensure that all improvements are aesthetically and ecologically compatible with the natural, historic and recreational resources of the park.

Figure 4 illustrates the proposed plan for JPP as contained in the 1984 *Development Concept Plan*. The *Development Concept Plan* proposed:

- Converting the site of the NPS Police Station to public uses (to be removed as part of the WWB Replacement Project).
- Consolidating parking under the WWB.
- Creating a multi-use recreation area and tot lot.
- Creating a new footpath connecting to the existing Mt. Vernon Trail and continuing through the forest in the northern portion of JPP.
- Creating new bike and footpaths in the southern portion of the park.
- Retaining the existing soccer fields in their current locations in the southern portion of the park.



Source: Development Concept Plan and Environmental Assessment for Jones Point Park, NPS, April, 1984

For illustrative purposes ONLY.

Although the 1984 *Development Concept Plan* recommended retaining the existing soccer fields in their current locations in the southern portion of the park, the Alexandria City Council adopted Resolution No. 1908 (February 9, 1999) and its December 2000 recommendations to accommodate two 110 x 60 yard multi-use fields on the north side of the bridge, re-orient the direction of the western field, and eliminate the secondary bike path. The goal of the City's resolution and recommendations, supported by the City of Alexandria's Department of Recreation, Parks and Cultural Activities and the Park and Recreation Commission, was to separate active and passive recreation by keeping passive activities (i.e. historic interpretation) to the south of the bridge and active recreation on the north side.

The ROD, prepared by FHWA, identified the WWB action alternative that was selected in the FSEIS (Alternative 4A – Side-by-Side Drawbridges) and identified various measures to minimize harm to natural and cultural resources. The ROD outlined the design goals for proposed improvements to JPP, the identification, evaluation and treatment of cultural resources (historic properties and archeological resources), and mitigation measures for potential impacts to natural resources.

The MOA contained mitigation measures that lessen the potential adverse effects on cultural, historic and archeological resources due to the WWB Replacement Project (including JPP improvements). The MOA identified specific recommendations and design goals that the development process must follow for the WWB and the JPP improvements.

The NPS circulated the initial JPP EA for public comment between January 11, 2002 and February 11, 2002. In August 2003, the federal TSA performed a vulnerability assessment of the WWB that resulted in the need to reassess the parking, access, and security components of the JPP design.

In September 2004, the JPP Stakeholder Participation Panel recommended that the City of Alexandria and the NPS move forward with the JPP improvements. This panel, comprised of individuals that were nominated by the City of Alexandria and who represented the local community, met during 1999 to provide input and feedback on features and design concepts for JPP improvements. At the same time, the City of Alexandria's Neighborhood Task Force for the WWB Replacement Project considered the concepts and provided its own recommendation to the City of Alexandria and the NPS.

In June 2005, the Alexandria City Council voted to recommend "Scheme A" as their preferred alternative for consideration in the EA. Scheme A, renamed Alternative 1 in this EA, accommodates 110 parking spaces in JPP between Royal Street and Lee Street, although it does not provide special event parking.

In this document, the NPS has identified Alternative 4A as the Preferred Alternative for JPP improvements based on park needs, input from various study teams, public comments, and reduced environmental impacts. The proposed improvements to JPP fulfill the objectives of the 1984 *Development Concept Plan* and the 2001 JPP EA which are to enhance recreational opportunities in the park. The proposed action would address security issues in JPP and minimize the potential effects of improvements as part of the mitigation measures outlined in the ROD and the MOA established for the WWB Replacement Project.

**E. Summary of Initial Alternatives to Address Security Recommendations**

The following summarizes the initial alternatives that were considered in response to security recommendations contained in the *Vulnerability Reduction Design Considerations for the Woodrow Wilson Bridge Replacement Project* (June 2002).

**JPP Design Chronology (August 7, 2002 to Present)**

During the period from August 2002 to present, more than 35 design concepts were prepared as a result of the recommendations contained in the *Vulnerability Reduction Design Considerations for the Woodrow Wilson Bridge Replacement Project* (June 2002). All of these design concepts eliminated public parking and vehicular access under the new WWB and within an 80-foot distance measured from the north and south parapet driplines of the bridge. However, the proposed design concepts did accommodate “special event parking” beneath the bridge that would require additional security measures to be provided by the City of Alexandria.

The majority of the design concepts proposed public vehicular access from Royal Street. A few of the design concepts proposed public vehicular access from either Fairfax Street or Lee Street as alternatives to the current park access via Royal Street. In all cases, public vehicular access was limited to the north side of the bridge.

All of the initial design concepts provided a minimum of 110 parking spaces for park users to be located north of the new WWB (current Alternative 4 provided 81 parking spaces because it used the same footprint as the existing interim parking area). Parking was proposed in a number of configurations including along the JPP access road, along Royal Street and Lee Street, and in parking areas within JPP. In addition, at least one design concept proposed a joint use/shared parking structure. The parking structure was to be located south of the Virginia bridge abutment, at the northeast portion of the Hunting Towers residential site.

The design concepts also included a number of alternatives that were illustrated in the previously approved “Ultimate Improvements” plan for JPP. The approved plan proposed several configurations for the multi-use fields: one field oriented north-south and the other field oriented east-west; two fields north of the bridge oriented in an east-west direction; fields beneath the bridge; and one field proposed on the event lawn south of the bridge (in combination with a field either beneath or north of the bridge).

The tot lot and the canoe/kayak launch, in some of the design concepts, were proposed in locations different from the approved park plan. The tot lot was proposed in the original location, west of the original location, or beneath the WWB. In some design concepts, the canoe/kayak launch was relocated north of the bridge.

A number of the design concepts proposed new athletic facilities such as additional play courts, tennis courts, volleyball courts, and an in-line hockey facility beneath the bridge. However, since the TSA recommended the elimination of public vehicular access and parking under the WWB, these design concepts have been eliminated from further consideration.

This EA assesses the perimeter barriers associated with the current five design concepts: Alternatives 1, 2, 3, 4, and 4A. These perimeter barriers were illustrated no closer than 80 feet from the north and south parapet driplines of the new WWB, and included a number of physical elements (i.e., bollards, walls, fences, landscape plantings) to preclude vehicular movement into the restricted bridge area. All of the current design concepts would facilitate security, maintenance, and bridge tender access into the restricted bridge area.

## **F. Issues and Impact Topics**

### **Issues**

This EA addresses the following issues that were identified from previous park planning efforts, input from various interested public groups and individuals, and input from local, state, and federal agencies:

- **Natural Resources:** Effects on wetlands, vegetation, wildlife, and soils.
- **Cultural Resources:** Effects on historic and archeological resources including the Jones Point Lighthouse, the D.C. South Cornerstone, the Alexandria National Historic Landmark Historic District, and the Alexandria National Register Historic District.
- **Surface Hydrology:** Drainage patterns and the effect on adjacent residences.
- **Visual and Aesthetic Conditions:** Effects from the removal of existing vegetation.
- **Visitor Use and Experience:** Active versus passive recreational opportunities in JPP. “Impairment” of park resources under the NPS Organic Act of 1916. Effects on visitor use such as recreational fields, forested areas, and circulation of pedestrians, vehicles and bicycles.
- **Environmental Justice:** Effects on minority populations that fish on the finishing pier (location of the proposed promenade/boardwalk).
- **Security:** Effects on park access and security with regard to the federal TSA’s recommendations contained in the *Vulnerability Reduction Design Considerations for the Woodrow Wilson Bridge Replacement Project* (June 2002).

### **Impact Topics Included In This Document**

Impact topics are specific resources of concern that could be beneficially or adversely affected by implementing one of the project alternatives. The following impact topics were identified based on federal laws, regulations and orders, NPS Management Policies (2006), and knowledge of limited or easily impacted resources in the project area:

- **Neighborhoods, Community Facilities, and Services:** The City of Alexandria contains many community facilities and services including fire, police, schools, hospitals, and libraries. The proposed project is not anticipated to directly affect community facilities and services located outside of JPP; therefore, they are not addressed in this EA. However, the project area does include two community gardens, a recycling center, and is in close proximity to the Yates Gardens neighborhood. This EA considers effects to these facilities. Potential visual effects to the Yates Gardens neighborhood appear under “Visual and Aesthetic Conditions”.
- **Visual and Aesthetic Conditions:** JPP contains both natural and developed recreational areas that offer visitors an aesthetically-pleasing setting. The NPS has received comments as to whether the multi-use fields would be modified with synthetic materials and whether lights would be added. Neither would occur, as the existing natural settings would be maintained. The alternatives would have short- and long-term visual impacts; therefore, this EA considers impacts to aesthetics and visual resources.
- **Visitor Use and Experience:** Protecting and managing park resources for the enjoyment of future generations is the fundamental purpose of the 1916 NPS Organic Act. The existing recreational uses of JPP include fishing, natural areas, cultural and historical resources, pedestrian trails, bike paths, and soccer fields. This EA addresses how recreational values would be enhanced as part of this project while protecting park resources for future generations.
- **Environmental Justice:** Executive Order 12898 (*Federal Actions to Address Environmental Justice in Minority Populations and Low Income Populations*) requires federal agencies to identify and address any disproportionately adverse effects on human health or the human environment of minority and/or low income populations resulting from federal programs, policies and activities. Although minority and low-income populations reside in the City of Alexandria, none live within the JPP’s project area. However, the project proposes changing the location that minority (and general) populations use for fishing activities. This EA considers impacts to Environmental Justice populations.
- **Soils:** The WWB FSEIS contained a detailed analysis of soils, including prime and unique farmland soils, as regulated under the federal Farmland Protection Policy Act (Final Rule of June 17, 1994). Overall, the proposed alternatives are expected to have no impacts on prime and unique farmland soils. The project performed an investigation of lead in shallow soils of JPP in response to concerns by a local resident that high lead levels remain in local soils, originating from historic shipbuilding operations at Jones Point. This EA contains a discussion of this topic.
- **Wetlands and Waters of the U.S.:** Executive Order 11990 (Protection of Wetlands) requires federal agencies to minimize the loss, destruction or degradation of wetlands and to enhance their natural and beneficial values. The NPS Management Policies (2006), Director's Order 2 (Planning Process Guideline) and Director's Order 12 (NEPA Guideline) provide direction on developments proposed in wetlands. This EA considers impacts to wetlands within JPP.



- **Vegetation, Terrestrial Habitats, and Wildlife:** The following acts and orders provide general direction regarding the protection of naturally occurring plant communities: the NEPA of 1969; the 1916 Organic Act, NPS Management Policies (2006), NPS Director's Order 12 (NEPA Guideline), NPS Director's Order 77 (Natural Resource Management Guideline), GWMP Resource Management Plan, and other NPS and park policies. This EA considers impacts to forested areas, individual trees, and wildlife within JPP.
- **Noise:** The Federal-Aid Highway Act of 1970 regulates highway traffic noise for federally-aided highway projects (23 CFR Part 772). This law mandates the FHWA to develop noise standards for mitigating highway traffic noise. The VDOT has developed a noise policy, which has been approved by FHWA. The action alternatives locate the parking areas closer to residential areas; therefore, this EA considers noise effects.
- **Cultural Resources:** The following acts and orders provide general direction regarding the protection of cultural resources: the NHPA of 1966; the NEPA of 1969, the 1916 Organic Act; NPS Management Policies (2006), GWMP Resource Management Plan, and other NPS and park policies. The MOA identifies how the effects on cultural resources from the WWB Replacement Project (including JPP) would be handled. The treatment plans for cultural resources would be the same for all JPP park improvement alternatives described in this EA. Since the NPS signed the MOA, it will continue to use the MOA as a tool to mitigate any potential impacts to cultural resources that could occur with the WWB Replacement Project and any JPP improvements. The MOA appears as Appendix F of this document.
- **Utilities:** The action alternatives would impact existing water and sanitary sewer lines, electrical power and communication facilities. This EA considers impacts to utilities.
- **Safety and Security:** The *Vulnerability Reduction Design Considerations for the Woodrow Wilson Bridge Replacement Project* (June 2002) recommended that vehicles be restricted from access and parking beneath the new WWB, and that an 80-foot distance should be established from the north and south parapet driplines of the new WWB. This EA considers potential security measures.
- **Indirect and Cumulative Effects:** The WWB FSEIS contained a detailed analysis of indirect and cumulative effects. However, the NPS has received questions from the public regarding potential effects on natural drainage patterns and stormwater flow. This EA considers indirect and cumulative effects regarding surface hydrology.

### **Topics Not Included In This Document**

The *Woodrow Wilson Bridge Replacement Project Final Supplemental Environmental Impact Statement/Section 4(f) Evaluation* (FSEIS) evaluated each of the following topics. The proposed alternatives would have no effect, a negligible effect, or a minor effect for each of the following topics. Therefore, this EA does not further analyze the following topics:

- **Land Use:** The improvements to JPP will not affect any existing land use or zoning because the existing recreational function of the park would not change. Therefore, this EA does not evaluate land use.
- **Socio-Economic Environment:** There would be no residential or business displacements due to construction or implementation of any of the alternatives. Some employment opportunities and related revenue for construction materials are anticipated during construction of the park improvements. The WWB FSEIS contained a quantitative review of the socio-economic environment and the proposed project is expected to have only minor effects; therefore, this EA does not further analyze this topic.
- **Surface and Ground Water Resources:** The 1972 Water Pollution Control Act, as amended by the Clean Water Act of 1977 establishes a national policy to restore and maintain the chemical, physical and biological integrity of the nation's waters; to enhance the quality of water resources; and to prevent, control, and abate water pollution. The WWB FSEIS indicated that, as a public road project, the project is exempt from the provision of the *Chesapeake Bay Preservation Area Designation and Management Regulations* (Virginia Administrative Code 9VAC10-20 et seq.) as long as Erosion and Sediment Control plans and stormwater management plans are prepared and approved as part of the final design. Erosion and sediment control measures would comply with City of Alexandria Standards and the *Virginia Erosion and Sedimentation Control Handbook*.

The City of Alexandria is within the jurisdiction of the Virginia Coastal Resources Management Program under which the Virginia Department of Environmental Quality would make a consistency determination and, upon approval, issue a signed, authorized state and federal Section 401/404 permit. The NPS Management Policies (2006) provide direction for the preservation, use and quality of water originating, flowing through, or adjacent to park boundaries. The NPS seeks to restore, maintain, and enhance the quality of all surface and ground waters within its parks consistent with the Clean Water Act and other applicable federal, state and local laws and regulations. The WWB FSEIS contained a detailed analysis of surface and ground water quality; the current project alternatives would not alter the analysis and conclusions contained in the FSEIS. Therefore, this EA does not further analyze this topic.

- **Floodplains:** Executive Order 11988 (Floodplain Management) requires an examination of the impacts and potential risk involved in placing facilities within floodplains. The Section 401/404 permit for the WWB Replacement Project includes impacts to floodplains in JPP; therefore, this EA does not further analyze this topic.
- **Species of Special Concern (Rare, Threatened and Endangered Species):** The Endangered Species Act (16 USC, 1531 et seq.) mandates that all federal agencies consider the potential effects of their actions on species listed as threatened or endangered. If the NPS determines that an action may adversely affect a federally-listed species, consultation is required with the USFWS so that the action would not jeopardize the continued existence of the species or result in the destruction or adverse modification of its critical habitat.

NPS policy (Director's Order 77) requires an examination of the impacts to state-listed threatened or endangered species and federal candidate species. The USFWS, Virginia Department of Conservation and Recreation, Virginia Department of Game and Inland Fisheries, and Virginia Department of Agriculture and Consumer Services were contacted regarding the presence of rare, threatened and endangered species in JPP. According to records of these agencies, no such species have been identified in JPP and no rare, threatened or endangered species were observed during fieldwork in JPP. Since the proposed improvements to JPP would not impact federal- or state-listed species of special concern, this EA does not further analyze this topic.

- **Air Quality:** The Clean Air Act, as amended (42 U.S.C. 7401 *et seq.*), requires the federal land manager (park superintendent) to protect the park's air quality-related values including visibility, plants, animals, soils, water quality, cultural and historic resources and objects, and visitors from adverse air pollution impacts. Section 118 of the 1963 Clean Air Act requires the park to meet all federal, state, and local air pollution standards.

The 2000 FSEIS for the WWB Replacement Project contained an air quality analysis that indicated the predicted CO levels with the project would be in compliance with the National and State Ambient Air Quality Standards (NAAQS) for the design year 2020 at all locations analyzed within JPP. As a worst case scenario, an analysis assumed that all 110 parking spaces could have vehicles leaving the park area during a peak hour. The results indicated that the CO emissions from all these vehicles leaving parking spaces and traveling to the edge of the park are in the range of 0.5 kg. The results also indicated that the effect on ambient CO levels at the closest location of the parking areas would be less than 0.05 ppm. As such, the emissions and effects of the full usage of 110 parking spaces represent only 1% over the CO emissions generated by the peak hour traffic on the WWB. As a result, it can be concluded that the effects of the full use of the parking areas would not have any major effect on the air quality of JPP, and would not change the findings stated in the 2000 FSEIS air quality analysis. No long-term degradation of air quality is expected due to the proposed JPP improvements; therefore, this EA does not further analyze this topic.

- **Energy:** The WWB FSEIS contained a quantitative review of direct and indirect energy consumption resulting from the operational and construction phases of the project. The current alternatives would not alter these results; therefore, this EA does not further analyze this topic.
- **Hazardous Materials:** There are no hazardous materials sites in JPP; therefore, this EA does not analyze this topic.
- **Traffic and Transportation:** The WWB FSEIS contained an analysis of traffic and transportation; therefore, this EA does not further analyze this topic.
- **Section 4(f) Evaluation:** Section 4(f) of the U.S. Department of Transportation Act of 1966, 49 USC 303(c), requires that the proposed use of land from a publicly-owned public park, recreation area, wildlife and/or waterfowl refuge, or any significant historic site, as part of a federally funded or approved transportation project, is permissible only if there is no feasible and prudent alternative to the use.

Final action requiring the taking of such land must document and demonstrate that the proposed action includes all possible planning to minimize harm to the property resulting from such use. The WWB 1997 FEIS contained a complete Section 4(f) Evaluation for potential impacts to park and cultural resources, and the WWB 2000 FSEIS re-evaluated the impacts to park and cultural resources in light of changes that had occurred since 1997. Both the 1997 and 2000 EISs included a conceptual mitigation and enhancement plan for JPP.

For purposes of Section 4(f), the FHWA has determined that the consideration of various alternatives for the configuration of the parking and multi-use fields within JPP would not result in an increase in the acreage of park property that would be used for the construction of the WWB beyond what was described in the 2000 ROD. The relocation of the parking area and multi-use fields within the park is considered mitigation for park impacts from the WWB Replacement Project.

The decision regarding the configuration of the parking areas and multi-use fields within JPP would be made by the NPS in accordance with their NEPA process, and all property affected by the relocation of the parking areas and multi-use fields would remain under their jurisdiction once constructed. Therefore, implementation of the mitigation is not considered a Section 4(f) use (refer to 23 CFR 771.135(p)). Further, FHWA has preliminarily determined that changes to the conceptual mitigation and enhancement plan for JPP, that are being considered in this EA, have not substantially reduced the mitigation commitments proposed for JPP in the 2000 ROD nor substantially increased adverse impacts to JPP. Therefore, a separate Section 4(f) Evaluation is not required (see 23 CFR 771.135(m)(3)) and is not included in this EA. Once the NPS makes a final decision on the alternatives under consideration and issues a decision document, FHWA would formally re-evaluate the selected alternative in light of the conceptual mitigation enhancement plan included in the 2000 FSEIS to determine if additional NEPA work is needed.

### **3.0 DESCRIPTION OF ALTERNATIVES**

A No-Action Alternative and five parking and access concept designs (action alternatives) were considered for JPP. The No-Action Alternative maintains existing conditions in JPP but will not be carried forward as it does not fulfill the Purpose and Need for the project (refer to Chapter 1.0 of this document), the NPS resource management goals for JPP (refer to Chapter 2.0 of this document), conditions relevant to JPP as stated in the MOA, the ROD for the WWB Replacement Project (refer to the Appendix), or the security measures recommended by the federal TSA. In this document, the No-Action Alternative is used as the baseline against which the action alternatives are compared for purposes of assessing potential environmental and community impacts.

The five action alternatives were developed to address security recommendations, minimize the potential effects of improvements to JPP, and to meet design goals in the MOA, ROD, and of the JPP Development Group comprised of the NPS, FHWA, City of Alexandria, and other stakeholders.